

**SUPPORT TO
THE INDONESIAN NATIONAL PLAN OF ACTION
AND THE DEVELOPMENT OF THE TIME BOUND
PROGRAMME FOR THE ELIMINATION OF THE
WORST FORMS OF CHILD LABOUR**



International Labour Organisation
International Programme on the Elimination of Child Labour

INTERNATIONAL LABOUR ORGANIZATION (ILO)
International Programme on the Elimination of Child Labour (IPEC)
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Executive Summary

In recent years there has been growing recognition in Indonesia of the need to develop a new approach to tackling child labour. In 2000 Indonesia became the first Asian country to ratify ILO Convention 182 on the Elimination of the Worst Forms of Child Labour and shortly before had ratified ILO Convention 138, the Minimum Age Convention.

Indonesia is the fourth most populous country in the world with a population in excess of 200 million. More than 30% of the population is below the age of 15. During recent decades Indonesia succeeded in reducing poverty and increasing access to education. However whilst child labour fell during that period, it still remains stubbornly high. As in many other countries child labour is closely connected with poverty and low rates of effective participation in school. Of Indonesia's current 19-24 age group, 8% did not complete primary school and 33% record their level of education attainment as being only primary school.

Many girls and boys, who drop out of school, are at risk of becoming involved in the worst forms of child labour. ILO-IPEC has estimated that more than 4 million children in Indonesia are at risk. Against this background the ratification of ILO Convention 182 was extremely important. As a follow up to the ratification Presidential Decree No. 12/2001 established a National Action Committee on the Elimination of Worst Forms of Child Labour. The Committee has prepared a National Action Plan for the Elimination of the Worst Forms of Child Labour and on 13 August 2002, the Plan was endorsed through Presidential Decree No. 59/2002. The National Action Plan identifies as its objective the need "To prevent and eliminate the worst forms of child labour" and it calls for a National Action Programme to be developed to achieve the objectives of the National Action Plan as part of a three-phase programme over twenty years. This National Action Programme is the time bound programme framework in Indonesia.

In the first five years key objectives of the Programme are to:

- Increase public awareness that worst forms of child labour must be eliminated
- Map the existence of the worst forms of child labour and efforts to eliminate them
- Develop and start implementation of a programme for the elimination of the worst forms of child labour with priority to offshore work and diving, trafficking for prostitution, work in mines, in the footwear industry, and the involvement of children in the industry and trafficking of drugs, including narcotics and other addictive substance.

The proposal for an ILO-IPEC project to support the National Action Plan was presented to members of the National Action Committee in October 2002 and a programme of activity to develop the ILO-IPEC Support Project was put in place. The project strategy links directly with the priorities of the National Action Plan, and the initial framework for the National Action Programme developed by participants at a national stakeholders workshop held in July 2003. This initial framework will serve as the basis for the development of a full time bound National Action Programme.

The project of ILO-IPEC support will consist of a two - part strategy. The first part of the strategy will focus on promoting change in the policy and enabling environment. It will include work on promoting the fight against child labour in national and local policy and programme frameworks, improving the knowledge base, improving the legal environment, awareness raising and advocacy, and building the capacity of stakeholders. Through this work the project would hope to help advance in a qualitative way the national effort to eliminate worst forms of child labour. It would also hope that such work would assist in leveraging additional resource commitments from other national and international agencies, in order to develop support to the National Action Programme

to be implemented and developed as part of Indonesia's National Action Plan for the elimination of the worst forms of child labour.

The second part of the strategy will involve direct targeted interventions in five sectors identified by the National Action Plan as priority areas for the elimination of child labour. Through programmes in these areas the project will aim to remove children from the worst forms of child labour and prevent other children entering such work. The intention is that these interventions will provide models, which can be replicated elsewhere by the Government and others in their own efforts to implement the National Action Programme and eliminate the worst forms of child labour.

A total of 31,450 children will be targeted for withdrawal and prevention from exploitative and/or hazardous work through the provision of educational and non-educational services following direct action from the project. Of this total, 5,100 will be withdrawn from work and 26,350 will be prevented from being engaged in child labour. In addition some 7,500 families will benefit from socio-economic opportunities provided by the project, as will many communities in the target areas.

The project will work closely with ILO-IPEC's partners from government, workers and employers organizations and from NGOs. Working together this partnership will take up the challenge of advancing Indonesia's efforts to eliminate the worst forms of child labour.

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ACRONYMS

ACTEMP	- <i>Bureau Des Activites Pour Les Employeurs</i> - Bureau for Employers' Activities
ADB	- Asian Development Bank
APINDO	- <i>Asosiasi Pengusaha Indonesia</i> – The Employers' Association of Indonesia
APSO	- Action Programme Summary Outline
AIDs	- Acquired Immune Deficiency Syndrome
BINAWAS	- <i>Direktorat Jenderal Pembinaan dan Pengawasan</i> - Directorate General for Labour Standards and Industrial Relations
CBS	- Central Bureau of Statistics
CL	- Child Labour
CLMS	- Child Labour Monitoring System
CTA	- Chief Technical Adviser
DEPDIKNAS	- <i>Departemen Pendidikan Nasional</i> - Ministry of National Education
DEPNAKERTRANS	- <i>Departemen Tenaga Kerja dan Transmigrasi</i> - Ministry of Manpower and Transmigration
DME	- Design, Monitoring and Evaluation
DP-Net	- Development Policy-Net
EFA	- Education For All
FSPSI	- <i>Federasi Serikat Pekerja Seluruh Indonesia</i> - All Indonesia Federation of Trade Unions
GBHN	- <i>Garis Besar Haluan Negara</i> - Indonesia's Broad Guidelines for State Policy
ILO	- International Labour Organisation
IPEC	- International Programme for the Elimination of Child Labour
IOE	- International Organization of Employers
HIV	- Human Immuno deficiency Virus
JARAK	- <i>Jaringan LSM Pekerja Anak</i> - The Indonesia National Non Governmental Organizations Network on Child Labour
JATAM	- <i>Jaringan Advokasi Tambang</i> - National NGOs Network on Mining
MDGs	- Millenium Development Goals
MONE	- Ministry of National Education
NAA	- National Agenda for Action
NAC	- National Action Committee
NACEWFCL	- National Action Committee on the Worst Forms of Child Labour
NAP/TBP	- National Action Programme/Time Bound Programme
NFE	- Non Formal Education
NGO	- Non Governmental Organization
NNB	- National Narcotics Board
NPA	- National Plans of Actions
NSC	- National Steering Committee
OSH	- Occupational Safety and Health
PATRIS	- Participatory Training for Informal Sector
PGRI	- <i>Persatuan Guru Republik Indonesia</i> - Indonesian Teachers Association
PIT	- Project Implementing Team
PROPEDA	- <i>Program Pembangunan Daerah</i> - Regional Development Programme
PROPENAS	- <i>Program Pembangunan Nasional</i> - National Development Programme

PRSP	Poverty Reduction Strategy Paper
PUSKESMAS	- <i>Pusat Kesehatan Masyarakat</i> - Local Community Health Centre
RAs	- Rapid Assessments
SAKERNAS	- <i>Survei Tenaga Kerja Nasional</i> - National Labour Force Survey
SEAPAT	- South East Asia and Pacific Multidisciplinary Team
SIMPOC	- Statistical Information and Monitoring Programme on Child Labour
STD	Sexually Transmitted Disease
SUSENAS	- <i>Survei Sosial Ekonomi Nasional</i> - National Socio-Economic Survey
TBP	Time Bound Programme
TICSA	- Trafficking in Children South Asia
TOR	- Terms of Reference
UN	- United Nations
UNDAF	- United Nations Development Assistance Framework
UNESCO	- United Nations Educational, Scientific and Cultural Organization
UNICEF	- United Nations Children Fund
UNIDO	- United Nations Industrial Development Organisation
UNSFIR	- United Nations Support Facility for Indonesian Recovery
US	- United States
USDOL	- United States Department of Labour
WALHI	- <i>Wahana Lingkungan Hidup Indonesia</i> – Indonesian Forum for Environment
WFCL	Worst Forms of Child Labour
WISE	- Workplace Improvement for Small-medium scale Employers
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1. Background and Justification

1.1 Child Labour in Indonesia

1.1.1 Introduction

The issue of child labour has in recent years attracted growing attention in Indonesia, the world's fourth most populous country. Children below the age of 15 make up some 30% of Indonesia's population of more than 200 million. Despite very positive progress made during the past fifty years in reducing poverty and increasing access to education there still remains widespread use of child labour and many children are involved in the worst forms of child labour.

While child labour has been on the agenda, it has not in the past been regarded as a major development issue in Indonesia. However recently there has been growing recognition of the need to tackle child labour in a new way. This recognition provides a good basis on which to build efforts to mainstream and deal with child labour as an explicit objective of the country's continuing development efforts.

In 1999 Indonesia became the first Asian country to ratify ILO Convention 182 on the Worst Forms of Child Labour. To assist implementation of the Convention the Government has established a National Action Committee for the Elimination of the Worst Forms of Child Labour. The Committee has developed a National Action Plan that calls for a programme of action to eliminate the worst forms of child labour over a three stage twenty-year period, also known as the time bound National Action Programme.

This document provides a framework for IPEC support to the first stage of the Indonesian time bound National Action Programme. It also provides a framework for strengthening the strategic impact of IPEC activities in a way which provides new inputs to the national effort to combat child labour.

1.1.2 Children's participation in the labour force

The present methods of data collection do not provide for easy analysis of the overall levels or nature of children's participation in the labour force. It is nonetheless possible to establish a picture using data which has been produced by three different national surveys, the National Labour Force Survey (SAKERNAS), the National Socio Economic Survey (SUSENAS), and the Survey of Children's Welfare. The national statistics body, Badan Pusat Statistik (BPS), produces each of these three surveys.

Since 1998 SAKERNAS has not included in its annual Labour Force survey any data on labour force participation of children under 15 (Prior to 1998 it had defined the working population from 10 years of age). However a report produced in 2002 for an ILO project on socio-economic security in Indonesia had access to unpublished data obtained by SAKERNAS in 1999/2000 which suggested that of 34.1 million children aged between 10-17, almost 4.9 million (14.3%) were in the labour force.¹

A further breakdown of the data suggested that labour force participation of children between the ages of 10-14 was 6.9% and for those between the ages of 15-17 it was 26.1%.

¹ Elisabeth Unger and Pugu Irawan, ILO Working Paper on Child Labour in Indonesia, January 2002

More recent data on labour force participation of the 10-14 age group was produced by SUSENAS in its 2002 survey. This suggested the proportion of children in the labour force (working or looking for work) was 9.2%. It indicated a further 5% were not attending school.

The Survey of Children's Welfare produced in 2001 suggested that the total number of 10-14 year olds in the labour force was 6.34%.

Taking an average of the three surveys figures of labour force participation for the 10-14 age range, a figure of 7.5% is obtained, equating to around 1,575,000 children. This is a little higher than the most recent detailed statistics available, which suggested a figure of 1,437,223 working children in the age range 10-14. The same set of statistics suggested that a further 3,439,869 children in the 15-17 age range are working, giving a total of 4,877, 092 working children between the ages of 10-17. (Table 1)

Table 1: Working Children by Sector of Employment, Gender and Age Group – 1999

Sector of Employment	Male		Female		Male + Female	
	10-14	15-17	10-14	15-17	10-14	15-17
* Total agriculture:	643991	1283512	299858	525676	943849	1809188
- Non food crops	109684	302872	48398	121389	158082	424261
- Fishery	29821	99166	1351	7217	31172	106383
* Manufacturing	96028	304872	113915	350439	209943	655311
* Construction	6386	88763	526	5860	6912	94623
* Mines & quarrying	10102	26658	6080	1786	16182	28444
* Trades	79273	214978	112086	283630	191359	498608
* Services	14908	92412	42990	193279	57898	285691
- Domestic workers	2308	11238	31042	155272	33350	166510
* Others	11080	59070	0	8934	11080	68004
INDONESIA	861,768	2,070,265	575,455	1,369,604	1,437,223	3,439,869

Source, Unger and Irawan, ILO Working Paper on Child Labour in Indonesia, 2002

Some estimates put the extent of children's work significantly higher than the figures indicated by the official statistics. Local pilot studies on the extent of children's work consistently provide higher figures than those produced from national surveys. Figures for the level of drop outs from junior secondary schools suggest that a very high number of children are not attending school. An analysis by UNICEF in 2000 suggested that the total number of those not enrolled or having dropped out at junior secondary school level (13-15) was over 4 million.²

The majority of working children are in rural areas (73%). Many, especially children under 15, are combining their work with school (60%). Older children, between 15-17 years old, are less likely to combine work with school (only 21%).³

The SAKERNAS data used for Table 1 suggests around 40% of working children are girls. Other estimates have suggested the proportion of boys and girls in the workforce may be almost equal. Whatever the exact figure, it appears likely that many girls who drop out of school become involved in household tasks and other unpaid activities, and the work of these girls may not be reflected in statistics of working children.

² Challenges for a new Generation, UNICEF and GOI 2000

³ Unger and Irawan, op cit

- *Employment Structure*

Most working children can be found in agricultural family businesses and in small manufacturing enterprises and trades. They often work not for a direct wage but to assist the family's overall subsistence needs. The Survey of Children's Welfare suggested that 73% of working children are working with the family.

Almost two thirds of working children under 15 years old work in agriculture or fisheries. This proportion is lower in Java and Bali where more children are involved in manufacturing.

- *Hours of work*

Whilst the national data presently collected does not provide a detailed picture on conditions of work, important data is provided on hours of work. The recently enacted Manpower Act states that children between the ages of 13-15, may work on light work for 3 hours a day, as long as the job does not stunt their physical, mental and social development or disrupt their schooling. Assuming a child should have at least one days rest this would suggest maximum weekly working hours of 18 should be required for children aged 13-15 involved in light work.

However SAKERNAS data suggests that 32% of working children between the ages of 10-14 are working more than 25 hours a week, a level at which it becomes extremely difficult for children to maintain any effective participation in school. A further 47% are working between 10-24 hours a week, so it can also be assumed that many of these are also working more hours than are regulated in the Manpower Act.

- *Children below the age of 10*

The official data on child labour does not give any information on the very young, since children under 10 years old are not included. This group should be a primary concern, but no regular data is gathered or made available about working children in this age group. With ILO-IPEC support, between 1993 and 1998 the Central Bureau of Statistics carried out three pilot surveys in Bandung, Medan and North Sulawesi. These found that 0.5% to 1.1% of economically active children are younger than 10 years old. In addition, observations of street life in most urban areas of Indonesia and small studies find children in this younger age group working both incidentally and regularly.

1.1.3 Weaknesses in Data collection

There are a number of aspects of national data collection, which are unsatisfactory in relation to the ability to monitor national trends. The key weaknesses at present are

- The national labour force survey, Sakernas, is now only providing information on participation of those aged 15 and above
- There is no agreed national system and standard for measuring children's participation in the labour force
- Neither Sakernas or Susenas provide information on children below the age of 10
- The Sakernas data measures labour force participation from 15-19. This category is not consistent with the need to measure employment to age 18
- There is a need for a more detailed measurement of the nature of work, in a manner consistent with appropriate laws, to establish the extent of children's work which might be classed as hazardous
- Special measures need to be considered for measuring participation of vulnerable groups who are often exposed to the worst forms of child labour
- Sex disaggregated data is sometimes not provided in statistics

1.1.4 The Worst Forms of child labour

ILO Convention 182 lists three "absolute" categories of the worst forms of child labour and one "relative" category. The absolute forms are:

- All forms of slavery or practices similar to slavery, such as the sale or trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict
- The use, procurement or offering of a child for prostitution, production of pornography or pornographic performances
- The use, procurement or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties

These three categories are "absolute" in the sense that harm is inherent in the nature of the work, so that children must under no condition be admitted to them, and withdrawn if their involvement is established.

The fourth category of the worst forms of child labour is commonly referred to as "hazardous" work. The Convention states that this is:

- Work which by its nature or by the circumstances under which it is carried out, is likely to harm the health, safety and morals of children

In this case it may be sufficient to remove the hazard for a child to be allowed to carry out the work, provided that the minimum age of employment and other legal requirements are observed.

In Indonesia, as in other countries it is difficult at present to quantify the magnitude of the worst forms of child labour, but research undertaken by ILO-IPEC and other agencies is beginning to build a picture of the extent of such work.

A preliminary study conducted by ILO-IPEC covering Jakarta, Bali, Batam and North Sumatra has found evidence of a significant numbers of young persons being trafficked for labour purposes in Indonesia.⁴ Research suggests a rise in trafficking of young people for prostitution and a number of studies have concluded that around 30% of all persons engaged in commercial sex-work are below the age of 18.⁵ The section on trafficking for prostitution in Appendix 1 will provide further, detailed information about trafficking in Indonesia.

The involvement of children in the sale, production and trafficking of drugs has been growing as the use of drugs has increased. It is estimated by Health Authorities that between 500,000 and 1,200,000 children (under 19) use illegal drugs. Data from the Ministry of Education suggest around 20% of this number (100,000-240,000) are likely to be involved in the sale, production and trafficking of drugs. A recent ILO-IPEC implemented Rapid Assessment⁶ estimates that approximately 5-10% of all drug users are female. The Rapid Assessment further indicates that most children are involved in the sale and distribution of marijuana, which seems to be most widely used and most accessible to children. Following marijuana, heroin is the second most common drug in Jakarta. A recent ILO-IPEC study⁷ indicates that while some children are involved in trafficking drugs to other cities (e.g. from Jakarta to Bandung and Yogyakarta) and sometimes abroad, the overwhelming majority of the children involved in drug trafficking sell and distribute drugs only within a very limited geographical area where they live. The same study reports that many drug dealers exploit children as traffickers as they are considered to be easy to

⁴ Trafficking of children in Indonesia - a preliminary description of the situation, by Dr. Irwanto, March 2001

⁵ UNICEF, op cit

⁶ Rapid Assessment on children's involvement in sales, production and trafficking of drugs in Jakarta, by Dr. Irwanto (2003)

⁷ Irwanto and Hendriati, Children involved in the production, sale, and trafficking of drugs in Indonesia: Case studies, 2001

persuade, cheap labourers and have limited knowledge about the trade itself. The section on children involved in sale, production and trafficking of drugs in Appendix 1 will provide further, information about children's involvement in this sector in Indonesia.

In relation to areas of work that could potentially prove hazardous to young workers, the numbers involved are much greater. The National Action Plan on the Worst Forms of Child Labour, established by Presidential Decree 59/2002, identified "amongst others" thirteen areas of work, which could be regarded as worst forms of child labour. These are

- The employment of children as prostitutes;
- The employment of children in mines;
- The employment of children as pearl divers;
- The employment of children in the construction sector;
- The confinement of children to work at offshore fishing platforms [known as *jermal* in Indonesian];
- The employment of children as scavengers;
- The involvement of children in the production of and activities that make use of explosives;
- The use of children for working on the street;
- The employment of children as domestic helps;
- The employment of children in cottage industries;
- The employment of children in plantations/ estates;
- The employment of children in activities associated with the business of cutting down trees for timber, processing wood for building and transporting logs and timbers;
- Employment of children in industries and activities that make use of hazardous chemical substances.

Some of these sectors do not have any statistics concerning the numbers of children involved, but ILO-IPEC recently made an assessment of children's employment in sectors on which information is available. This assessment suggested that in 1999 some 4,201,452 children below the age of 18 were involved in eight sectors, which broadly relate to those listed in the National Action Plan. (See table 2). Leaving aside those children involved in "absolute" worst forms of child labour, prostitution and drugs, this still suggests more than 4,000,000 children are working in sectors which could potentially be hazardous. Some 28% of these are between the ages of 10-14 and more than 1.5 million are girls.

Table 2: Involvement in and potential exposure to worst forms of child labour

Sector	Age 10-14	Age 15-17
Prostitution	no data	27,000
Drugs trade	no data	100,000 (Minimum)
Agriculture	912,677	1,702,805
Mining	16,182	28,444
Domestic work	no data	310,000
Fisheries	31,172	106,383
Construction	6,912	94,623
Manufacturing	209,943	655,311
Total	1,176,886	3,024,566

Source: Unger and Irawan , ILO Working Paper on Child Labour in Indonesia, 2002 (based on BPS statistics for 1999 and best estimates on prostitution and drugs trade)

In its National Action Plan for the Elimination of the Worst Forms of Child Labour the Indonesian government identified five forms of child labour to be addressed under the first phase of the time bound National Action Programme. These are children involved in sale, production and trafficking of drugs, children trafficked for prostitution and children working in off-shore fishing, mines, and footwear. The respective sections on child labour in off-shore fishing, footwear and mining in Appendix 1 will provide further, detailed information about children's involvement in these three sectors in Indonesia.

1.2 Causes of Child Labour

1.2.1 Supply of child labour

A number of studies in Indonesia have shown that family poverty is the most significant reason why children work.⁸ Economic hardship compels many low-income families to rely on the contribution of their children to survive. As children fall out of education they enter a cycle of poverty, which is self-perpetuating. 87% of the poor live in households in which the head of the household has only a primary education or less.

In the thirty years after 1965⁹ Indonesia's economy grew steadily. The country made significant progress in reducing poverty and the proportion of children involved in the labour force also declined during this period. The number of those in poverty fell from 40.1% in 1976 to 11.3% in 1996. During this period there was also a major expansion of education opportunities and an increasing level of enrolments at both primary and secondary levels. At the same time the number of children per household fell dramatically from 4-5 in the early 1970s to 2-3 by the mid 1990s. Whereas many families could not afford to keep five children at school in the 1970s, they were more likely to be able to support two children, at least through primary school, by the mid 1990s.

Between 1996 and 1998 the Asian financial crisis took a heavy toll on Indonesia's economy. Soaring inflation and rising unemployment more than doubled the number of poor people. However steps taken by Government and international agencies to put in place some level of protection to try to keep children in school during this period appear to have been relatively successful, although there were significant increases in the numbers dropping out of school in Jakarta and other large urban areas.

In the post 1998 period, as the economy has regained momentum, the number of those in poverty has declined, but very large numbers of the Indonesian population remain susceptible to poverty either on an ongoing basis or as a result of some "shock" which hits household income.

The phenomenon of child labour is not exclusively poverty based. A recent ILO report noted that at the end of Indonesia's long period of development (1976 to 1996) the number of those living in poverty had fallen by 81% whilst the incidence of children in the labour force had declined only 42%.¹⁰ Other factors, apart from poverty, which push children into the labour force, need to be addressed. Crucial to this is parental and child attitudes to the education process. If parents or children do not consider education as a positive experience, which will enhance their future prospects, or if cost or accessibility makes participation in school difficult, children are likely to drop out of school and drift into the labour market. This is all too often the case in Indonesia. This situation suggests a multi-dimensional strategy is required to combat child labour, tackling poverty, but also raising awareness and providing relevant educational and other alternatives for working children.

⁸ Nafsial Mboi and Irwanto, Indonesian Experience with Child Labour: Looking for Best Practices, 1998

⁹ 1965 is often referred to as the year when Indonesia entered into an open market system followed by three decades of sustained economic growth that ended with the financial crisis in 1996.

¹⁰ Unger and Irawan, op cit

1.2.2 Demand for child labour

On the demand side, over the past three decades the structure of work in Indonesia has changed in favour of activities, which employ fewer child workers. The agriculture sector, a major area of children's work, employed two thirds of all workers in the 1970s. However it provided just over 40% of all jobs in 1997. Large and medium scale industry accounted for a growing share of total employment as the country's economic strategy focused on export led growth and attraction of new Foreign Direct investment in the manufacturing sector, (in particular in textiles and electronics). In general such companies did not make use of children. Official data suggested that total manufacturing employment more than doubled over the period 1971-1997. In the same period, based on information from SAKERNAS, the number of child workers aged 10-14 fell from 1.9 million to 1.7 million.

Whilst overall demand for child labour may have fallen there still remains a significant market for child labour, especially in the informal sector. Informal activities include farming, retail trade or small-scale manufacturing undertaken by households or small business establishments, often directly or sub-contracted to them by other enterprises. The informal sector is often constrained to invest in new technologies as a result of a low turn-over and limited profitability. One effect of a low technology level and low profitability is a high demand for un-skilled, cheap labour, such as children. Children are often also preferred to adults as they are perceived to be more docile and compliant, as well as willing to work for lower wages. In many areas, parents also want their children to start working in the family business at an early age, as a way to learn the trade. A sustainable approach to tackling child labour in many areas of the informal economy can be assisted by taking a "community level" approach, raising community understanding of the dangers of worst forms of child labour, and the need for effective alternatives. In some areas this may also lead to gradual formalisation of informal sectors. As an example, ILO-IPEC work in the Indonesian footwear sector has dealt not only with the need to remove children from hazardous working conditions, but has also considered how small informal enterprises can improve working practices and productivity. Some businesses, which have taken steps to develop in this way, have had significant success and have seen their businesses grow, and become increasingly "formal" in a number of aspects of their activities.

Children are in particular high demand in certain illegal activities such as drug-trade and prostitution. Children are used as drug traffickers because they are more difficult to detect. They often also have a more limited understanding of the drug-industry and are therefore easier to control, as well as willing to take higher risks. Children are often victims of commercial sexual exploitation as they are believed to have less sexual experiences and therefore less likely to be infected with sexually transmitted diseases. Several studies also report that many of the sex-buyers believe that having sex with a young person prevents them from aging.

1.2.3 Education

Compulsory primary and junior secondary education has been a policy instrument by which many countries have sought to remove children from the labour force and to promote national development. Since independence, Indonesia has sought to expand its education system, both to meet the needs of the fast growing number of school age children and to provide trained manpower to support the growing economy. In 1971 workers with little education (less than primary level) made up 74% of the labour force. Today this figure is closer to 25%.

In 1994 the Government implemented a policy aimed at achieving nine years of basic education for all by the year 2008. The strategy to enrol all children of primary and junior secondary age (6-15) involves a mixed educational programme of conventional formal schools, open schools, and non-formal education (known as Paket A or B). The non-formal element has until now been a relatively small component of the overall education programme.

As a result of these efforts to boost education, net primary enrolment rate is now above 95% and junior secondary enrolment around 55%. However despite the progress made there remain some major problems to be tackled. High levels of drop out at all levels are a major cause of concern. Based on data from the Department of National Education (DEPDIKNAS), net participation rates for primary school and junior secondary school were estimated around 94% and 55% respectively in the fiscal year of 1999/2000.

UNICEF (2000) in a survey in 100 villages suggested that primary school attendance was 82% of enrolled students in 1999. For junior secondary school (13-15 years) the figure was 70%.

The high level of dropouts mean that by upper secondary school level, students are largely from better-off families. An analysis by the World Bank in 1998 showed the extent to which in the mid 1990s Indonesia was behind neighbouring countries in junior secondary enrolment (table 3). Given the pressures on the state budget in the period since, it is unlikely that the relative position will have improved. This education gap between the performance of Indonesia and neighbouring countries has consequences for the future economic performance of the country in an increasingly competitive global economic environment.

Table 3: Junior secondary enrolment

Country	% Enrolment rate
Malaysia	83 (1990)
Philippines	79 (1993)
Thailand	63 (1994)
Indonesia	47 (1995)

Source, Education in Indonesia, World Bank, 1998

1.2.4 Major problems confronting the basic education system

Problems confronting the basic education system include a high level of student repetition, a high drop out rate and non-completion of courses. Some of the reasons commonly attributed as factors in this situation are outlined below.

Cost factors – Access to school is closely associated with the socio economic status of a child's family. Although education is nominally free, there are a range of fees charged by many schools for enrolment, tuition, books etc as well as costs of uniforms and other costs. The reality is that the cost of sending a child to school can represent a significant share of the household budget for a poor family. The World Bank (1998) analysis suggested that private expenditure on education is now almost equivalent to the state spending. It also found that cost was the most important factor behind the sluggish demand for junior secondary education among the poor and near poor. The school year begins in July, and the commencement of the school year is often accompanied by press reports focusing on costs of education.

Other socio-economic factors – UNICEF (2000) has reported that inadequate child readiness combined with poor health, nutrition and inadequate stimulation at school result in a large element of grade repetition and low quality of learning. A high level of grade repetition is closely linked to subsequent drop-out from school.

Quality factors – There are a range of factors, which determine quality of education, and on many of these aspects there is a widely held view that reform and new policies are needed. Among the issues are:

- Insufficient class contact time (in grades 1 and 2 only 15 hours of teaching are required per week. One study has suggested that because of teacher absences, actual contact time can be up to 30% less than the required hours)
- Inadequate training for teachers and issues relating to teachers' conditions of service
- Lack of teaching and learning materials
- Inadequate school facilities

Curriculum related issues – A centrally determined curriculum is often seen as unresponsive to local needs and circumstances. UNICEF (2000) has suggested that weak emphasis on life-coping skills and high value placed on academic achievement has put about 6 million children at the risk of dropping out of school to engage in some form of informal work

Accessibility – In the rural areas many children live a long way from their junior secondary school. The journey to school can be long, and also costly for families on low incomes. Whilst some initiatives have been taken to try to tackle this problem, impact is limited.

As a result of these various factors, Indonesian schools continue to face a high rate of absence and eventual drop-out. Whilst many children combine school attendance with a small amount of work others become involved in forms of work, which prevent their effective participation in school, often working long hours. It is in this situation that many children below the age of 15 who should be in school, drift into permanent involvement in the labour market. In 1999 over three quarters of working children had only completed primary school or less.

The recently approved Education Act states that

- The Government and Local Governments guarantee the implementation of compulsory education at least for basic education without imposing paying fees on learners¹¹.
- Compulsory education is the State's responsibility

The new Child Protection Act also requires the state to provide free education and support poorer families. However how the two new laws might be enforced is unclear.

1.2.5 Regional autonomy and education

Since January 2001 the Provinces and Districts of Indonesia have enjoyed a new level of autonomy, which includes providing authority for the setting of local budgets on social spending, including education. Despite some early concerns that regional autonomy would negatively impact on social spending, including education, this does not seem to have been the case. Indeed there are signs that some Provincial and District governments have been seeking to develop strategies providing for increased expenditure on education and health.

1.2.6 Non-formal education

The government's programme for non-formal education has a potentially important role to play in supporting children who have dropped out of formal schooling. This programme has been used by many projects combating child labour, as an alternative for working children. It consists of a Packet A (primary school equivalent) and a Packet B (junior secondary equivalent). The modules in these education packages are intended to be equivalent to formal education, but can be provided in a more flexible way and in fewer hours than formal school. However, the programme has some major shortcomings

¹¹ Under the compulsory education system – and as stated by Indonesian law – children do not need to pay any school fees in public schools until Junior Secondary School (i.e. the first 9 years of their education). In reality, however, this does not mean that education is completely free - other costs such as books, uniforms, transportation, building maintenance etc. still have to be covered by the students and their families.

- It is under-resourced, especially for basic study and teaching aids. A low number of contact hours make it difficult for the education to meet its aim of being equivalent to formal school.
- The teaching curriculum is often not relevant to students needs, once students progress beyond primary grades.
- Many children and especially those who work more than three hours a day (or undertake strenuous work) are not attracted to further schooling. In addition to often being too tired to attend, they frequently do not find the courses interesting and consequently attendance rates and completion rates tend to be very low. Completion rates sometimes reach only 10-20%.

ILO-IPEC has had significant experience of working with the Ministry of National Education and others on issues relating to content, quality and delivery of non-formal education. This has included work on curriculum development based on needs assessments undertaken among working children. ILO-IPEC has frequently used non-formal education packages in its projects, often as a “bridge” designed to provide children with a way back into formal education.

Although progress has been made on curriculum related issues there remains significant scope for further improvement in quality and delivery of non formal education. ILO-IPEC has been working with the Directorate General for Out of School Education of the Ministry of National Education, to examine ways of improving teaching methodologies and the access to non-formal education.

The Government has a third system of education, besides formal education and non-formal education, the so-called “Open schools”, which have been supported by the Asian Development Bank. This system is for junior and senior secondary education only, involving almost 3,500 schools with more than 600,000 students. In the PROPENAS 2000-2004, this system is identified as one of the alternative educational models to support the effort to provide education for all in Indonesia. The system allows children to follow formal school without attending every day. Once a week, children go to the school, the other days a teacher goes to their village and gathers a group of students. The objective is to make school accessible for children living too far from school to travel every day. However, the quality of the open school has been criticized. Many people think government should concentrate on improved accessibility of the formal school instead of having another system.

1.2.7 Gender disparities in education

One of Indonesia’s achievements in developing its education coverage has been narrowing of the gender gap in access to education. Across all education levels the gender gap in enrolment declined sharply between 1976-1996. Although the gender gap has narrowed, it has not disappeared. Particularly at the post primary level gender variations appear according to income group and across regions. UNICEF (2000) reports that in 1994 the enrolment rates among the poorest quintile in Indonesia in the age group 7-12 years were 85% for male and 83% for female. When looking at the age group of 16-18 years, the gap has increase dramatically to 25% for male and only 10% for female. When moving up in income, the gender gap narrows but continues to be relatively high. For the wealthiest quintile, the enrolment rate for the age group 7-12 years was 93% for male and 92% for female, and 46% for male and 37% for female in the 16-18 years age group.

The disparities in participation of girls and boys, in primary and secondary education will need to be addressed as part of Indonesia’s commitment to targets set by the Millennium Development Goals. Table 4 gives recent level of performance and targets to be achieved by 2015.

Table 4: Education Millennium Development Goals

	Recent Level	Target
Fraction of 15-18 year olds that completed Primary education	93.1	100
Ratio of girls to boys in primary	92	100
Ratio of girls to boys in secondary schools	93	100
<i>Ensure that by 2015, children everywhere, boys and girls, will be able to complete a full course of primary schooling</i> <i>Eliminate gender disparity in primary and secondary education preferably by 2005 and in all level education no later than 2015</i>		

Source, World Bank, Indonesia-maintaining stability, deepening reforms-January 2003

1.3. The Policy Framework

1.3.1 National Development policy

Indonesia's Broad Guidelines for State Policy (GBHN) serve as the basic policy guidelines for National planning. These guidelines are reviewed and revised every five years by the People's Consultative Assembly. Complementing the vision and mission incorporated within the GBHN is the five year National Development Programme, (Program Pembangunan Nasional), PROPENAS. The 2000-2004 PROPENAS contains limited reference to child labour. It refers to enforcing laws and regulations on workers "including children that have no choice but to work" but it lacks recognition of the importance of tackling child labour as a priority development issue. However the fact that child labour has been recognized is itself a step forward, and is a contrast to the position in the early 1990s.

Other national frameworks recently developed or in the process of development largely fail to address child labour. The Government of Indonesia has been engaged in a dialogue with the World Bank and others concerning a Poverty Reduction Strategy Paper (PRSP), which is due to be completed by June 2004. The initial draft of the Interim PRSP prepared in 2002 contained no reference to child labour.

The United Nations Development Assistance Framework for Indonesia (UNDAF) is intended to provide a framework to enable United Nations system assistance to Indonesia to further development initiatives that empower and expand access to resources for the poor. However the UNDAF framework for 2002-2005 also lacks any reference to child labour although it refers to withdrawal of children from school as one of the typical coping mechanisms used by poor people.

The near "invisibility" of child labour as an issue in key statements of national development policy is an issue that needs to be addressed. Against this background, the new readiness of several Government Ministries to legislate on particular aspects of the worst forms of child labour and to develop action plans for tackling key issues is a very positive development.

1.3.2 National Action Plan for the Elimination of the Worst Forms of Child Labour

As a follow up of ratification of ILO Convention No. 182, the Government of Indonesia established a National Action Committee on the Elimination of Worst Forms of Child Labour by Presidential Decree No. 12/2001. The Committee has prepared a National Action Plan for the Elimination of the Worst Forms of Child Labour. *On 13 August 2002, the Plan was endorsed through Presidential Decree No. 59/2002.*

Other significant initiatives

Other recent significant initiatives include:

- A National Plan of Action on Trafficking in Women and Children, endorsed by Presidential Decree No 88/2002
- A National Agenda for Action on Commercial Sexual Exploitation of Children (CSEC) endorsed by Presidential Decree No 87/2002. The Ministry for Women's Empowerment developed the NAA. Under it, national laws, policies and programmes will be developed and strengthened to protect children from trafficking within and outside the country, and to punish traffickers. The NAA calls for humane treatment of child victims and effective coordination among sectors. The NAA has a special section on rehabilitation and reintegration.

These new commitments to tackling the worst forms of child labour and trafficking now need to be reflected in the main national development policy frameworks and in local policy frameworks. This will correspond with the new priority that the issues are receiving, and will support efforts to ensure that resources are made available to develop work in these areas.

BOX 1.

Indonesia's National Action Plan for the Elimination of the Worst Forms of Child Labour

The Plan identifies the following challenges:

- There is no detailed, accurate information on the magnitude of child labour, its locations, types of work, conditions and impact on children
- Lack of information on worst forms of child labour
- Limited capacities of government, NGOs and other stakeholders to eliminate worst forms of child labour
- Coordination between the parties is weak at central, provincial and district levels
- There is a lack of community awareness on the worst forms of child labour
- Legal instruments and enforcement are insufficient
- There is no integrated overall policy to conduct action for the elimination of the worst forms of child labour

The Plan identifies as its objective the need "To prevent and eliminate the worst forms of child labour". It says that an Action Programme is necessary to achieve the objectives of the Plan and provides for a three-phase programme over twenty years.

In the first five years key objectives are to:

- Increase public awareness that worst forms of child labour must be eliminated
- Map the existence of the worst forms of child labour and efforts to eliminate them
- Develop and start implementation of a programme for the elimination of the worst forms of child labour with priority to offshore work, deep water diving, the trafficking for prostitution, work in mines, in the footwear industry, and the involvement of children in the industry and trafficking of drugs, including narcotics and other addictive substance.

In an effort to meet these objectives key elements of the first phase activities will include:

- Research and documentation
- Campaigns for the elimination of the worst forms of child labour
- Studying and developing models for the elimination of the worst forms of child labour
- Harmonisation of laws and regulations
- Increasing awareness and conducting advocacy
- Strengthening capacity
- Integrating programmes for the elimination of child labour in related institutions

In the second phase it is planned that within a period of 10 years the efforts to eliminate the worst forms of child labour will be replicated elsewhere, that other programmes will be developed and that policies and implementing instruments for the elimination of the worst forms of child labour will be available.

For the third phase it is planned that within 20 years the elimination of the worst forms of child labour will be mainstreamed and institutionalised.

1.3.3 Regional autonomy

In January 2001, a new law on regional autonomy boosted the powers and independence of the provincial and district level government structures in Indonesia. The law significantly changed the relationships within government, as local level structures in many cases are no longer responsible to the central level. As an example on most matters local offices of the Ministry of Manpower and Transmigration relate only to the District government.

This changing relationship has many implications. It can lead to different policies and regulations on labour policy issues including child labour, between districts. As a result of this changed situation it is apparent that any strategy for improving the policy environment and promoting action to tackle child labour should have a strong focus on stimulating progress at the provincial and district level, as well as at national level.

1.3.4 International Commitments

Indonesia is signatory to a number of international conventions and agreements that bind it to the objective of promoting children's well-being and in particular the well-being of working children.

In 1989 Indonesia adopted the UN Convention on the Rights of the Child, the most comprehensive of the universally accepted standards on the rights of children. The Convention states the rights of children to be protected from work that threatens their health, education or development and the State's obligation to set minimum ages for employment and to regulate working conditions.

Indonesia has also ratified the main ILO Conventions relating to child labour. ILO Convention No 138 (Concerning Minimum Age for Admission to Employment), ratified in June 1999, provides that the minimum age of employment shall not be less than the age of completion of compulsory schooling and, in any case, shall not be less than 15 years. It covers all economic sectors and all employment or work, whether or not such work is performed under a contract.

In March 2000 Indonesia ratified ILO Convention N0 182 (Convention concerning the Prohibition and Immediate Action for the Elimination of the worst forms of child labour). The Convention defines the worst forms of child labour and is the primary instrument on which the time bound programme approach is based.

Indonesia has also ratified almost all major conventions relating to trafficking. In addition to those referred to above, Indonesia has ratified ILO Convention 29 on Forced Labour, the UN Convention on the Elimination of Discrimination against Women, and has signed the optional protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography. Indonesia has also signed the UN Convention against Transnational Organized Crime and its supplemental Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children.

The Millennium Development Goals (MDGs) set measurable objectives for poverty reduction and development. Whilst all elements of the MDGs are important in terms of development, three MDG targets have particular significance for the national effort to tackle child labour.

The first of these relates to poverty. Poverty is a crucial factor in driving children into the workforce at an earlier age than should be the case. The MDGs call for reducing the proportion of people living on less than \$1 a day to half the 1990 level by 2015. The second target of particular importance is the target of ensuring that by 2015, children everywhere, boys and girls, are all able to complete a full course of primary schooling. A third significant target is to eliminate gender disparity in primary and secondary education preferably by 2005, and to all levels of education by 2015.

A recent analysis of Indonesia's progress on MDGs suggested that whilst Indonesia appears to be on track to meet key targets at the national level, there are major disparities at the sub national level.¹² Based on analysis of trends in poverty incidence and other indicators at the provincial level many provinces were found not to be on track and will likely reach MDG targets long after 2015. With reference to poverty reduction, the projection at the national level is that the target will be reached by 2008.

Preparation is now underway for the first Indonesia MDG Report. Government and UN Inter Agency working groups are now collecting and analysing information at the provincial level, and even at the District level, on the extent to which the MDG targets have been achieved. The report will be available by October 2003 and apart from serving as a monitoring tool might also be useful as an advocacy tool.

1.3.5 National Legislation

The framework of law relating to working children has changed significantly in recent years and a number of important pieces of legislation have either been enacted or are presently in the pipeline. Taken together this new body of law represents an important step forward. The reforms in part constitute part of a wider process underway in Indonesia in which the Government has indicated its commitment to an approach to labour policy consistent with ILO standards. The major challenge now facing the government is to effectively socialize and enforce the new legal framework.

Among the major developments relating to children have been:

Act 20/1999 on Ratification of ILO Convention 138 concerning Minimum Age for Admission to Employment. This Act gives effect to ILO Convention 138, specifying the minimum age of 15 for employment, with provision for employment on light work of children from age 13.

Act 1/2000 on Ratification of ILO Convention 182 concerning the Prohibition and Elimination of the worst forms of child labour. This Act gives effect to ILO Convention 182.

Manpower Act 13/2003. This Act incorporates key provisions of both the above laws and in future is likely to be seen as a main source of legal reference by Labour Inspectors and others concerned with enforcement of law on child labour. The Manpower Act states that a child is anyone under the age of 18. The Act prohibits employment of and involving children in the worst forms of child labour, based on the definition contained in ILO Convention No 182. It states that there will be further implementing regulations on the types of work which are considered harmful for the safety, health or moral development of the child under 18.

The Act provides that children between the ages of 13 and 15 may be employed for light work providing that the job does not stunt or disrupt their physical, mental and social development. The Act states that entrepreneurs who employ children for light work must meet the following requirements:

¹² Romeo Austria Reyes, Jakarta Post, July 23 2003, What the Millenium Development Compact Means

- a) There must be written permission from the parents or guardian of the children
- b) There must be a work agreement between the entrepreneur and parents/guardian
- c) The entrepreneur must not require the children to work longer than 3 hours a day
- d) The children should be employed only at day, or during the day without disturbing schooling
- e) The entrepreneur shall meet occupational safety and health requirements
- f) A clear-cut employment relationship (between the entrepreneur and the child worker/his or her parent or guardian) must be established
- g) The children shall be entitled to receive wages in accordance with valid rulings.

The rulings contained in points a, b, f and g above do not apply to children who work for their parent in a family business.

The Act also states that when children are employed together with adult workers, the children's workplace must be kept separate from that of the adult workers.

The Manpower Act contains sanctions for violations of the law. Anyone who violates the provisions on the worst forms of child labour is subject to imprisonment for a period of between 2-5 years, and/or a fine of a minimum 200 million or maximum 500 million rupiah. For violation of the Act's provisions on light work the sanction is between 1-4 years imprisonment and/or a fine of a minimum 100 million and maximum 400 million

Child Protection Act 23/2002

This recently enacted law is based on the basic principles contained in the Convention on the Rights of the Child and was developed by the Ministry of Women's Empowerment and Ministry for Social Welfare. This law also states that a child is someone under the age of 18.

The law has a section on children in need of special protection, which includes, among others, children who are being exploited economically or sexually, and children who are victims of kidnapping, sale and trading. It also lays down penalties including that "Every person who economically or sexually exploits a child for his own gain or the gain of some third party shall be subject to a term of imprisonment of not more than ten years and/or a maximum fine of two hundred million rupiah"

Additionally it provides for establishment of a Commission for the protection of Indonesian Children assigned to monitor and supervise the protection of children's rights and advise the President.

Other features of the Act include the responsibility of government to provide birth certification free of charge and the responsibility of the government to provide nine years basic education to all children. The government shall be responsible for providing free education, or assistance, or special services to children from families of limited means.

Anti Trafficking in Persons Bill

This new law is currently being developed by the Ministry for Women's Empowerment. The draft is based on the provisions in the Protocol to Prevent, Suppress and Punish Trafficking in persons, especially women and children. Most significantly it uses the broad definition of "trafficking in persons" from the Protocol and includes measures to protect victims. If enacted it has the prospect to provide a good base to strengthen law enforcement and prosecute traffickers.

Migrant Workers Bill

Discussions are taking place concerning a new law to protect migrant workers. It is understood that this will include an age threshold of 21 for those who wish to work abroad, unless they are married in which case no minimum age applies.

1.3.6 Policy issues

Although the range of new legislation and concern with child labour issues is both welcome and significant there remain some issues, which need to be addressed in relation to content of law. These include:

- The legal definition of a child. Various national laws include a definition of a child, which are not necessarily consistent. It would be helpful if all national laws followed the same definition of a child or “a young person” to avoid legal uncertainties.
- The Penal Code fails to provide protection for children involved in some of the worst forms of child labour, such as sexual exploitation and involvement in the drugs business. The main issues with the articles in the Penal Code are that different definitions of a child complicates implementation of the law; the statutory age for criminal responsibility of 8 years old does not offer children the special protection they need; lack of witness protection makes it difficult to prosecute those who exploit children and prosecution for sexual exploitation is made dependent on the victim’s report, whilst victims are often too ashamed or scared to report.
- The marriage law, which allows early marriages which technically makes a child into an adult. The law can be misused for fake marriages to make a child enter into prostitution or migrant work ‘legally’. A high prevalence of very early marriages (involving persons under 16 years old) occurs in all provinces in Indonesia. In 1998 the three provinces with the highest rates of early marriages were East Java (39%), West Java (36%) and South Kalimantan (35%).
- The lack of free, compulsory birth registration, results in 30% of Indonesians being unregistered. For law enforcement purposes, it is often impossible to be certain of a child’s age. Ages can be falsified on identity cards, a practice which sometimes involves the cooperation of government officials. The new Children’s Act provides for free registration but it will be a major challenge to give proper effect to the law.
- The lack of protection for Indonesian migrants. There is no law or effective service to protect exploitation of Indonesians working abroad although new legislation is currently being considered. The proposed new law provides a minimum age of 21 for migration, unless the migrant is married. However with falsified identity cards or via illegal migration, many children may still work abroad without protection. Often these children may find themselves in work situations quite different to those, which they imagined they were migrating to.
- Lack of enforcement of compulsory, free education until the minimum age of employment. The current policy on universal education does not protect a child against parents who value work above education. Officially education is free until 15 years old; however the policy does not guarantee education without any costs.
- The exclusion of certain groups of workers from the Manpower Act, without providing them with regulations specific for their work, including domestic workers, many of whom are below the age of 18.

1.3.7 Strengthening law enforcement

The lack of effective law enforcement is now widely seen as a larger issue than inadequacies that may exist in legislation. The new legislation which has either recently been developed or is being developed needs to be consolidated by a new approach to protecting children through stronger legal enforcement and awareness. Many agencies have responsibilities for child protection, but there is a need to strengthen awareness among agencies as to recent legislative developments and enforcement implications, and to establish linkages with educational and social service agencies for information-sharing and tracking at risk children as well as to strengthen capacity of the

institutions involved. This will require a new commitment and strategy on the part of labour inspectors, social and welfare workers, police and within the community.

ILO-IPEC has not yet in a systematic way collected information about the extent to which laws against the worst forms of child labour have been enforced by the judicial authorities. There is currently no comprehensive and reliable data available on the number of arrests and cases, the rate of convictions and penalties handed out for child labour offences. Effective enforcement through investigations and prosecutions and after conviction application of effective and deterring penalties and other sanctions are important components, especially with regard to repeat offenders. Thus the judiciary is a key partner in the programme.

1.3.8 Strengthening inspection, documentation and referral

As part of their routine work authorities such as labour inspectors, police, social workers and other social actors at different levels collect, analyze and act upon information about CL. In order to enhance these partners technical capacity to use this information in a collective and systematic way there is a need to develop an integrated and harmonized Child Labour Monitoring Systems (CLMS). CLMS will provide the overall framework for providing information on CL on an ongoing basis that can be used for looking at the magnitude and trends of CL at the national level. As an action tool it involves direct observations repeated regularly to identify child labourers and the risks that they are exposed to with referral of children to access direct services and to verify that changes for the better have taken place. CLMS thus functions at the same time as a strategy and a direct action tool to eliminate CL in which all CL programme partners have pro-active part to play.

Setting up of CLMS will require the assessment of the scope and capacities of the different existing CL information collection and management systems in order to build up a systematic overall monitoring framework. As part of this framework labour inspectors, teachers, social workers and community based groups all can pool their competencies together to enlarge the scope of regular government based inspection documentation and referral modalities to change the often very regulatory mind frame towards more preventive approaches, and to extend reach beyond the formal workplaces to include informal sector work, agriculture, street children etc.

Labour Inspection

At present Labour inspectors' involvement in child labour issues is limited. Inspectors work with inadequate human and financial resources. As they cannot inspect all workplaces, they give priority to larger enterprises and consequently leave out the unregulated informal sector where most child labourers are found. There are also indications that the regional autonomy process has had a negative impact on the overall effectiveness of the labour inspectorate.

There is a need to establish a comprehensive national enforcement policy including clear policy instructions on labour inspection and child labour and a strategy, which would include:

- Establishing priorities in terms of situations which are most hazardous or abusive
- Defining clear objectives for interventions, including elimination of illegal employment of children
- Preventive measures to improve the conditions of children who are legally employed and to extend intervention to all types of workplaces

An opportunity to develop and implement this strategy could arise following a recent decision by the Parliament to ratify ILO Convention 81 on Labour Inspection. This Convention includes provisions on the need for Inspection services to cover children and young workers. All groups in the Parliament supported the ratification of the Convention, which is seen as assisting the implementation and observance of labour laws. During the discussion in the Parliament the

Manpower Minister also referred to the need to build an independent and nationally coordinated labour inspection service in the era of regional autonomy.

The ratification represents a further significant step for Indonesia in linking reforms and progress in the labour field with international labour standards. The ILO has been requested to assist with the implementation and socialization of the Convention. This assistance could provide an opportunity to build awareness and a strategy relating to labour inspection and child labour.

Social workers, teachers and child care workers

Social service professionals are frequently in contact with at risk children and have occasion to either receive or to refer them to special assistance. Teachers are particularly well-placed to observe children who are attending school irregularly or seem particularly fatigued. In some areas of IPEC activity social and welfare workers have been involved in monitoring of child labour. However at present such involvement is limited and there would appear to be a need for strengthening coordination in this area.

Police

The police force will come into contact with children involved in the worst forms of child labour, in particular in relation to drugs and prostitution. However the position of children as victims is not sufficiently understood, nor is the changing legal environment. There is a need to develop within the regular training of police components on children's rights.

Enhancing community self monitoring

There is also a pressing need to enhance the self-monitoring capacity of society through social mobilization and legal literacy. The network of organizations concerned with child labour, local communities, schools, women's organizations, trade unions and employers organizations all need to be provided with advice on the evolving framework of legal protection for children.

Some of the most impressive examples of initiatives taken to combat children's involvement in the worst forms of child labour have come about following initiatives to promote awareness and understanding of the issues within affected communities.

The above groups – labour inspectors, social service workers, teachers, employers, workers, and communities – can effectively combine their differing strengths to form what is known as a 'Child Labour Monitoring System'. CLM systems offer the best hope of providing coverage and surveillance of the informal and agricultural sectors. When mainstreamed, it is also the primary mechanism for sustaining surveillance and prevention of child labour.

1.4 ILO-IPEC Experience in Indonesia

1.4.1 ILO- IPEC activity

ILO-IPEC has been active in Indonesia since 1992. During this period it has developed significant experience of the issues that need to be addressed to make an impact in eliminating the worst forms of child labour, and also more generally to combat all inappropriate child labour. IPEC activity has raised child labour on the national agenda, which has led to ratification of Conventions 138 and 182. IPEC has also developed models of intervention to directly tackle child labour. The rough estimate for children withdrawn as a result of IPEC activities is 1,000 per year. As IPEC has been active in Indonesia for just over 10 years this suggests a figure of 10,000 children withdrawn. In addition, IPECs activities with NGOs and government agencies also lead to the withdrawal of children under other programmes. The number of those prevented from entering child labour is significantly higher, and estimated at around 40,000.

A report produced in 1998 gave a valuable overview of changing attitudes towards child labour in Indonesia and highlighted the very positive impact that ILO-IPEC was having in this process.¹³ It confirmed ILO-IPEC activities had greatly contributed to changing attitudes and to a growing awareness on the part of officials and others of the need for a new approach to child labour.

The report pointed to the range of pioneering work that ILO-IPEC had initiated, at times against a difficult political background. This work included:

- Diverse and ongoing awareness raising activities, including extensive work with media
- Work at the policy and legal front, including various policy seminars, a legal review in 1992-93 and assistance to new child labour regulation in 1994.
- Problem-specific awareness raising, such as early work with lawyers concerning children working on jermals in north Sumatra, and work with parents of child scavengers
- Building support for ratification of the ILO Minimum Age Convention, No 138, which was eventually ratified in 1999
- Encouraging and supporting research and efforts to build education on children's rights into university curricula
- Providing training and developing training materials for labour inspectors
- Engaging religious leaders and communities, and enlisting their support in efforts to improve the situation of working children
- Building capacity of NGOs
- Working to strengthen non formal education in order that it might respond to the needs of working children
- Supporting activities which took direct action to remove children from abusive workplace situations

This broad range of work built valuable experience and positioned ILO-IPEC as a key partner in Indonesia's efforts to deal with child labour. The ratification of ILO Convention 138, and subsequent ratification of ILO Convention 182, was testimony to the changing attitudes in the country.

In recent years IPEC has been moving towards larger integrated programmes tackling child labour in particular sectors, whilst also continuing other action programmes in many parts of the country. Recent programmes and proposed programmes include some pilot work on drugs and trafficking, which will help develop the knowledge base and provide experience, which can assist the development of the activities under the proposed project of support to the time bound National Action Programme.

Valuable experience has also been gained from a project currently being implemented which targets children working on fishing platforms (jermals) in North Sumatra and in the footwear industry in West Java.¹⁴ The experience of this project, together with ILO-IPEC's broader experience in Indonesia, will be used to assist in shaping interventions under the project to support the time bound National Action Programme. The characteristics of the project include:

- A strong focus on prevention
- Systematic removal of working children
- Attitudinal and behavioural changes through awareness-raising
- Capacity building and networking
- Deepening the participation of stakeholders and transfer of ownership
- Focused direct assistance
- Ensuring gender sensitivity

¹³ Nafsial Mboi and Irwanto, Indonesian Experience with Child Labour: Looking for Best Practices, 1998

¹⁴ The first phase of this project was evaluated in December 2001. A positive assessment was made of progress being made and a second phase of the project was subsequently commenced.

Some of the key successes of the projects have been

- *Building strong political commitment.* In both areas this has been the case. In North Sumatra the provincial government has established a Provincial Action Committee. The Provincial Government of North Sumatra has begun to formulate a provincial decree aimed to eliminate the worst forms of child labour and has committed funding from the provincial budget to support work on child labour.
- *Changing attitudes and behaviour at the community level through awareness raising.* A strong sense of awareness against child labour has been created among the concerned children, parents and within the often remote villages. This has been achieved through work with families and their communities providing for a grass-root based awareness of the negative effects of child labour.
- *Creating alternatives for children.* The project is providing services, which aim to provide working children and their families with alternatives so they can make decisions leading towards better lives. The main activities include provision of non-formal education with the objective of mainstreaming children back to formal education, vocational training, apprenticeship programmes, livelihood programmes and micro-finance schemes.
- *Building capacity:* One component of the project focuses on building capacity of relevant stakeholders so that they can address the child labour issue better.
- *Community-based Child Labour Monitoring Systems:* In both project areas substantial progress has been made in building community involvement in the monitoring of child labour, a key element for long term sustainability.

1.4.2 Efforts to Mainstream child labour

Because child labour has not been a priority issue on the national agenda very few government development programmes have included a focus on child labour. However ILO-IPEC has acquired important experience of the value of mainstreaming child labour into government programmes in order to reach a larger target group than it could reach through its usual localized activity.

Efforts to mainstream child labour into existing government programmes began in the mid 1990s. The government launched a Poverty Alleviation programme for the villages, which had been “left behind” when the tide of development swept across the country. This programme was family oriented and provided capital to serve as the basis of a small credit programme to support new economic activity by individual families or small groups who wished to start an enterprise together. The Ministry of Home Affairs together with the Directorate of Rural Development implemented the programme. Together with this Directorate, IPEC developed a child labour component within the programme. The children of the families targeted under the project would receive a scholarship. Communities and families were motivated by specially trained motivators to send their children to school instead of work. The Programme first targeted six Provinces and IPEC provided 300 scholarships under the programme. The Ministry of Home Affairs added around 3000 scholarships to this. One result of the programme was that other Provinces started to replicate the methodology. A new programme was started in 1999 to involve nine other Provinces.

Another example of mainstreaming child labour is ILO-IPEC’s work with the Ministry of National Education. This work has focused on redirecting the non-formal education programme of the government towards the needs of working children by adapting the teaching methodology and improving access of working children to the programme. This work has also sought to influence the Directorate of Community Education to acknowledge the child labour problem and to rethink the role of non-formal education in supporting efforts to tackle child labour.

Increasingly ILO-IPEC activities are seeking to build political support for mainstreaming child labour into Government policies and programmes, as a way of achieving maximum impact and sustainability. An example of a positive result from this approach has recently been seen in the Kutai Kartanegara district of East Kalimantan. In April 2002, the Head of Kutai Kartanegara District in East Kalimantan discussed with ILO-IPEC a plan to combat child labour in the district. The District government saw that tackling child labour could be one element of a broader drive against poverty and to promote local economic and social development. Subsequently Kutai Kartanegara declared itself as a “Child Labour Free Zone”. It is aiming to abolish all child labour by 2012 mainly by increasing access to and quality of education. The experience of Kutai Kartanegara is an example of the importance of securing political commitment to tackle child labour. Other Districts have expressed an interest in developing similar models.

Mainstreaming child labour produces a multiplier effect, influencing wider policies and programmes. It can thus have an important role to play and is important to many current discussions, such as those on PRSP and other policy frameworks.

1.4.3 Lessons Learnt

As indicated above, ILO-IPEC activity in Indonesia has played a very important role in contributing to changing attitudes towards child labour. The practical experience gained from Action Programmes and other work has resulted in some valuable lessons being learned. Some of the key lessons are that:

- Political commitment, reflected in national and local policies can help ensure improvement on a significant scale. *The new commitments embodied in the National Action Plan for the Elimination of the Worst Forms of Child Labour move forward in a qualitative way the national discussion on child labour, and provides major new opportunities for ILO-IPEC support in Indonesia.*
- IPEC’s efforts and the National Action Plan for the Elimination of the Worst Forms of Child Labour need to link with programmes of other organizations. *A number of national and international development partners have become active on child labour and by working with these partners new resources can be accessed and policies can be influenced. In this way the maximum national effort against child labour can be galvanized.*
- It is important to campaign continuously with innovative methods and make effective use of the mass media. Since the beginning of ILO-IPEC activities in Indonesia, awareness raising about the existence of hazardous/harmful child labour in Indonesia has been a priority. These activities reached a range of audiences from parents to policy makers and from employers to journalists, but impact has sometimes been limited to the project site and many people in the country still perceive child labour as a normal and acceptable practice. The proposed project provides a timely opportunity to launch a new and significant communications/awareness initiative
- Ad hoc capacity building is sometimes not effective as trained people often leave for other jobs. By mainstreaming child labour into regular training programmes, this problem can be avoided and training made more systematic. For example, a child labour component in labour inspection training and police training, a child labour unit in social development studies, child rights in the law studies etc. This may also help develop expertise on child labour to meet the need for research, programme development, capacity building, and awareness raising.
- Information on child labour, especially on the worst forms of child labour, is difficult to obtain. Experience shows that most reliable information becomes available through the implementation of action programmes. An effort should be made to improve effectiveness of data collection and analysis, using innovative research methodologies and systematizing data collection through integrated Child Labour Monitoring System.

- Removal of children from the workplace can be extremely difficult. This suggests that there should be a strong focus on preventing children becoming involved in the first place, by providing alternatives including non formal education, livelihood schemes, vocational training or non hazardous employment

1.5 Partners in combating child labour

1.5.1 Government

A complex issue such as child labour, in particular the worst forms, by its nature is likely to involve a number of different Ministries. Increasingly this has been the case in Indonesia.

Primary responsibility rests with the Ministry of Manpower and Transmigration (Depnakertrans), which has the mandate for child labour issues. The Minister of Manpower is also chairperson of the National Committee on the Worst Forms of Child Labour. Within the Ministry the main responsibility rests with the Directorate for women and children in the Directorate for Labour Standards in Labour Inspection, under the Directorate General for Labour Standards and Industrial Relations (BINAWAS). However, other directorates in the Ministry are involved as well, especially the Bureau for Legal Affairs.

The State Ministry of Women's Empowerment has an official mandate by Presidential Decree for the protection of women and children and chairs the national team to combat trafficking in women and children. The Coordinating Ministry for People's Welfare also has a role in children's welfare issues.

The Ministry of Social Welfare also has responsibility for children's welfare. A related ongoing programme is the monitoring of rehabilitation for prostitutes. This programme does not specifically gear towards children, although the Ministry acknowledges quite a number are less than 18 years old. With the implementation of the law on the regional autonomy, Provincial governments now manage most rehabilitation centres.

The Ministry of Education, especially the Department for Out of School Education, which is in charge of non-formal education, is concerned with the child labour issue and is working together with ILO-IPEC to improve the quality of non-formal education and to make it more attractive for working children. The Directorate for Basic and Secondary Education is in charge of the implementation of the nine years universal education policy. In recent years the Ministry has played an active role in providing a million scholarships to poor children at risk of dropping out of school and in providing grants to schools in the poorest areas. In 2001 the Ministry received US\$ 5 million from the state budget to strengthen non-formal education. At Provincial level, the Ministry is also involved in combating drug abuse in schools and will therefore be an important partner in combating involvement of children in the sale, production and trafficking of drugs.

The involvement of a range of Ministries emphasizes the need for coordination, and the various Ministries involved are all represented on the recently formed National Action Committee for the Elimination of the Worst Forms of Child Labour.

There are also a number of other Committees with responsibilities on child labour. Following the establishment of IPEC in Indonesia in 1992, a National Steering Committee on Child labour was established, chaired by the Director General for Industrial Relations and Labour Standards. This Committee consists of representatives of other Ministries, Workers' organizations, Employers' organizations and NGOs. The Committee has met primarily to discuss and approve IPEC programmes.

The UN Convention on the Rights of the Child led to formation of the National Commission on Child Welfare, which is formally chaired by the Coordinating Ministry for People's Welfare,

although it is presently non-active. The recently introduced Children's Act also calls for a Commission on Children's Welfare to be established.

Employers

There have been some initiatives to involve the employers' organization APINDO in the practical work of ILO-IPEC and APINDO is represented on the NACEWFCL. Recently APINDO has established a group of people interested in developing work on child labour, and this represents a positive development. It has appointed a person as a focal point for liaison on child labour and this person recently participated in training at the ILO's Turin training centre on a child labour programme organized by the ILO Bureau for Employers Activities. APINDO is also involved in promoting the *Global Compact* initiative in Indonesia, and one of the issues addressed within the Compact is the issue of child labour.

However most child labour in Indonesia is found in the small and medium enterprises, or home-industries, producing cheaply for the local market. These employers are usually not organized and certainly not by APINDO. In Bandung, there has been cooperation with the Employers' association for the footwear industry, which has been working well and the Association's capacity to combat child labour has been strengthened.

A guide has recently been developed for employers taking action against child labour following cooperation between IPEC, The ILO Bureau for Employers' Activities (ACTEMP) and the International Organization of Employers (IOE). Action on child labour by employers and their organizations globally covers a number of areas:

- Awareness raising and policy development
- Action to prevent child labour in specific sectors
- Direct support for removal and rehabilitation
- Corporate and industrial codes of conduct
- Certification schemes or specific goods

Workers

Workers' organizations are potentially well placed to address the problem of child labour:

- They can monitor the working conditions of children and draw attention to child labour abuses
- They are able to communicate to large number of adult workers about the importance of education for their children, of protecting them against work hazards and of keeping them from premature engagement in the labour market
- As a major pressure group, trade unions can play an important role not only in collective bargaining at the workplace, but in mobilizing support for the elimination of child labour and campaigning for policy changes at all levels

Until 1998 only one trade union, the FSPSI, was allowed to operate in Indonesia. However since the ratification of ILO Convention 87 and the introduction of a new Trade Union Act in 2000 there has been the emergence of many new organizations. Three of the main Confederations now tend to be involved in ILO activities in Indonesia. The new trade union environment that has developed in recent years should provide a basis on which ILO-IPEC can extend its work and cooperation with the increasingly active trade union movement both at national and local levels.

The footwear and fishing projects in Bandung and Medan have been able to establish good linkages with some local trade unions. The linkage with the teachers' trade union PGRI is potentially very important. The union has since 2000 been a partner in the ILO footwear project in Bandung.

NGOs

The active involvement of civil society organizations is essential to the fight against child labour. In Indonesia, action programmes for combating child labour have largely been undertaken by NGOs. They have been involved in small projects covering social work, raising awareness, providing health and psychological services, providing non-formal education and motivating communities to send their children to school. These projects were usually directed in a limited geographical area.

JARAK, the main network of NGOs dealing with child labour, was set up under an IPEC programme in 1997. Until now JARAK has been focusing mainly on strengthening the network and its members but this network could play an important advocacy role, representing NGOs to influence policy and law. During a meeting in July 2001, the members of JARAK drafted a joint recommendation to urge the government to take measures to combat the worst forms of child labour specifically. At national and at local level, NGOs should play a stronger role in discussions with the government and the parliament concerning policies and laws and the need to allocate a budget for combating child labour.

In building capacity of partners in Indonesia, IPEC has paid a lot of attention to NGOs. Around 60 NGOs have participated in a training programme on design, monitoring and evaluation of ILO-IPEC Action Programmes. However many NGOs find the problem of child labour very complex and prefer to concentrate on one aspect of children's welfare such as health or education. Some NGOs moreover depend on a few individuals, who as they become trained and more experienced, leave for better-paid jobs. Another problem is heavy dependence on income from projects, which can result in becoming involved in too many projects, at the expense of quality of implementation. Some of these issues and the strategic development of NGOs as a partner in tackling child labour, will be addressed within the context of capacity building support provided by the project.

Universities

Research in the area of child labour is relatively new in Indonesia. In recent years, with support of ILO-IPEC and other programmes concerned with child welfare, there has been a steady, small stream of work which has contributed significantly to programme design in child labour-related activities and helped with advocacy and public education about the situation of working children. Although not many academics are interested in the issue of child labour, those that are tend to be well respected and their influence on policy and legislation is potentially large.

The problems in the education system in Indonesia can also have consequences for the ability to obtain high quality research and analysis.

1.5.2 International organizations and networking

ILO Convention 182 specifically designates a role for the international community to support national efforts to eliminate the worst forms of child labour. Within the international community in Indonesia, IPEC has been the main programme supporting child labour activities but other organizations have increasingly become involved.

By working with these and other organizations new resources can be accessed for tackling child labour and policies can be influenced. Recent ILO-IPEC mapping of national and international development partners resulted in a list of development partners being compiled. This research will support efforts to develop networking and cooperation both at the national level, and at the level of targeted interventions envisaged for the ILO-IPEC project of support to the National Plan of Action for the Elimination of the Worst Forms of Child Labour. Attached, as Appendix 2 is a list of some of the international organizations identified as having programmes related to child labour, and the scope of present activities. This list is not comprehensive.

UNICEF has increasingly become active on child labour, particularly with a project in East Java and some research. It has also supported a major advertising/public awareness campaign on school attendance. ILO-IPEC and UNICEF are seeking to develop cooperation and an inter-agency network on child labour has been established.

In the area of child trafficking, which attracts interest from many international organizations, IPEC coordinates efforts with other international organizations in order to avoid overlap and where possible work together. In particular ILO-IPEC liaises with three organizations that have a particular interest and involvement, the American Centre for International Labour Solidarity, International Catholic Migrant Centre, and Save the Children (US).

1.6 The National Action Plan for the Elimination of the Worst Forms of Child Labour and the time bound National Action Programme -

1.6.1. The preparatory process

As a follow up of ratification of ILO Convention No. 182, the Government of Indonesia established a National Action Committee on the Elimination of Worst Forms of Child Labour by Presidential Decree No. 12/2001.

The main task of the Committee was to prepare a National Action Plan on the Worst Forms of Child Labour, including a time bound programme for the elimination of the worst forms of child labour. In August 2002, the National Action Plan was endorsed through Presidential Decree No. 59/2002. The Plan outlines a three phase strategy to be implemented over 20 years and includes the development and implementation of a time bound National Action Programme.

ILO-IPEC has provided technical support to the Committee but key policy decisions, including identification of priority sectors in which to tackle the worst forms of child labour, has been a matter for the Committee.

The design and implementation of the National Action Plan and the development and preparation of the time bound National Action Programme (hereafter referred to as the NAP/TBP) started with the mobilization of political commitment and support and establishment of national structures. The National Action Plan recognized the need for a thorough preparation for the subsequent NAP/TBP, with target setting through data collection and analysis by:

- Defining and mapping the worst forms of child labour;
- Assessing the impact of current policies and development strategy;
- Consulting all relevant stakeholders and mobilizing broad support;
- Identifying priorities, setting targets and linking action against child labour to the national development efforts as a whole.

With the support of USDOL and Germany a Time Bound programme preparatory project has assisted in developing a knowledge base which will provide important support to both the NAP/TBP and the ILO-IPEC Project of Support). As part of this preparatory project ILO-IPEC commissioned six Rapid Assessments (RAs) on worst forms of child labour identified in the National Action Plan and three analyses of policies, good practices and IPEC partners' capacity. A gender review was also conducted in an effort to ensure that the NPA/TBP addresses gender concerns. The RAs have been conducted in five sectors i.e. trafficking of children for prostitution (2 Rapid Assessments), the Sale, production and trafficking of drugs, Fishing, Footwear and Mining.

Following the completion of the Rapid Assessments five regional stakeholders meetings were held to discuss the reports. These meetings provided valuable feedback both on policy issues and tactics

for removing children from the worst forms of child labour. During this process of consultation, there was evidence of growing support at Provincial and District levels for tackling the worst forms of child labour, which has been a very positive development.

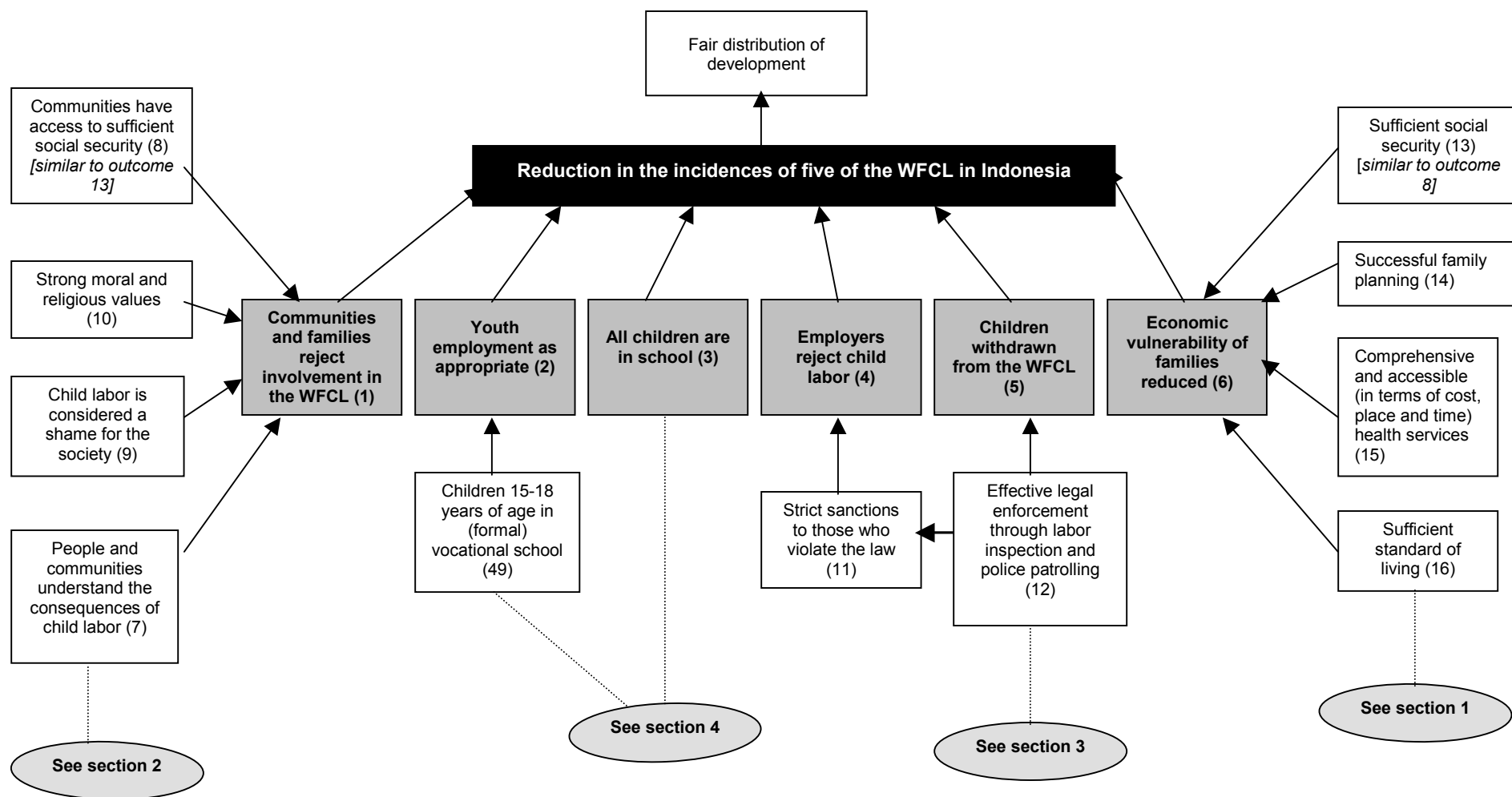
The next phase in the NAP/TBP process is the development of proposals for the implementation of the NAP/TBP. A national stakeholders meeting was organized in July 2003 by the Ministry of Manpower and Transmigration with support of ILO-IPEC. This was followed by a consultative workshop to develop initial Strategic Programme Frameworks for the NAP/TBP.

1.6.2. Development of Strategic Programme Framework

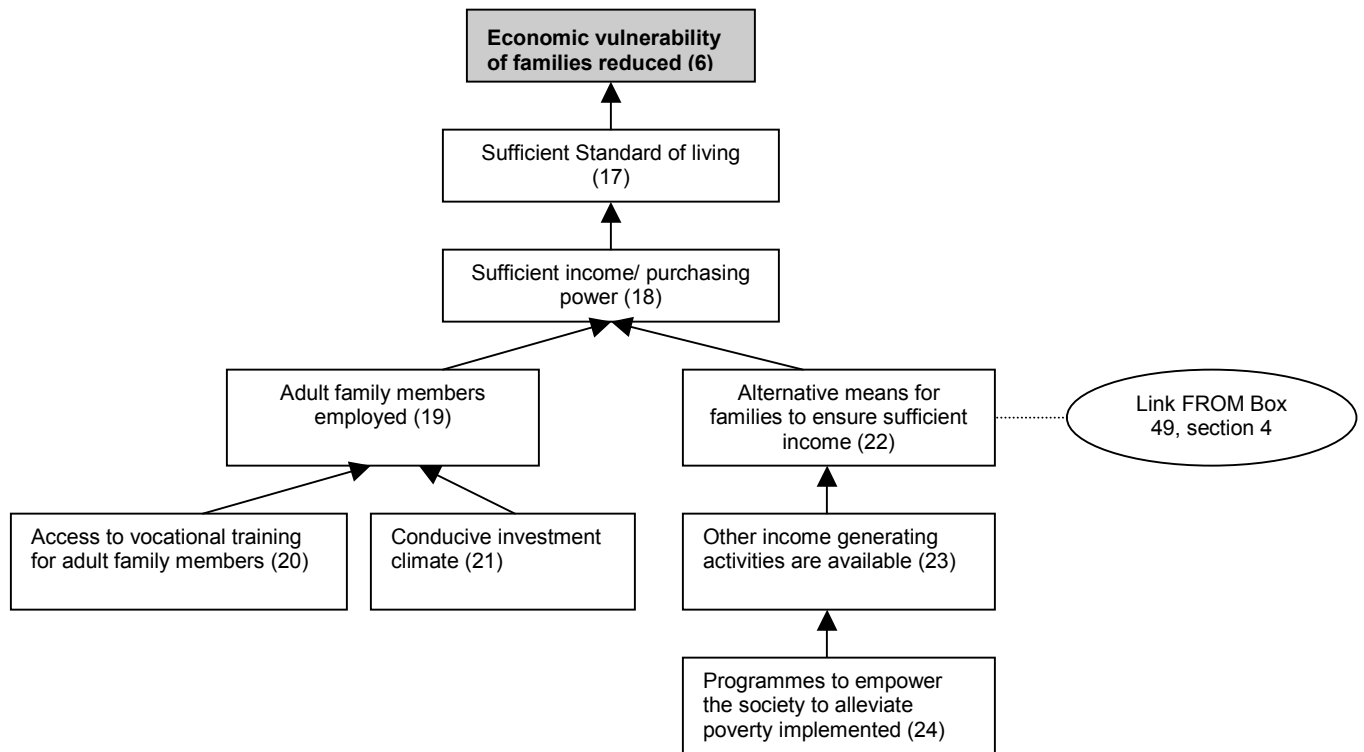
The workshop produced an initial ***Country (Strategic Programme) Framework***, identifying the key outcomes, which are required to give effect to the commitments in the National Action Plan. The framework in Figure 1 can be considered the first framework for the National Action Programme to be developed as part of the implementation of National Plan of Action. The framework and the report of the workshop, which includes recommendations for the further development and implementation, will now be considered by the National Action Committee to assist in the NAP/TBP programme design and implementation.

As the National Action Committee begins the development and implementation of the NAP/TBP, the ILO-IPEC project of support will assist in key areas. The initial Country Framework is therefore considered the overall strategic framework for the ILO/IPEC Project of Support and the basis for the specific strategies and objectives of the Project of Support. ILO/IPEC will support the process of further development of the strategic programme framework for the NAP/TBP including the development of such frameworks at the provincial and district levels as appropriate. Ongoing monitoring and evaluation will be an integral part of the NAP/TBP process and the support from ILO/IPEC, and its importance is recognized in the National Action Plan.

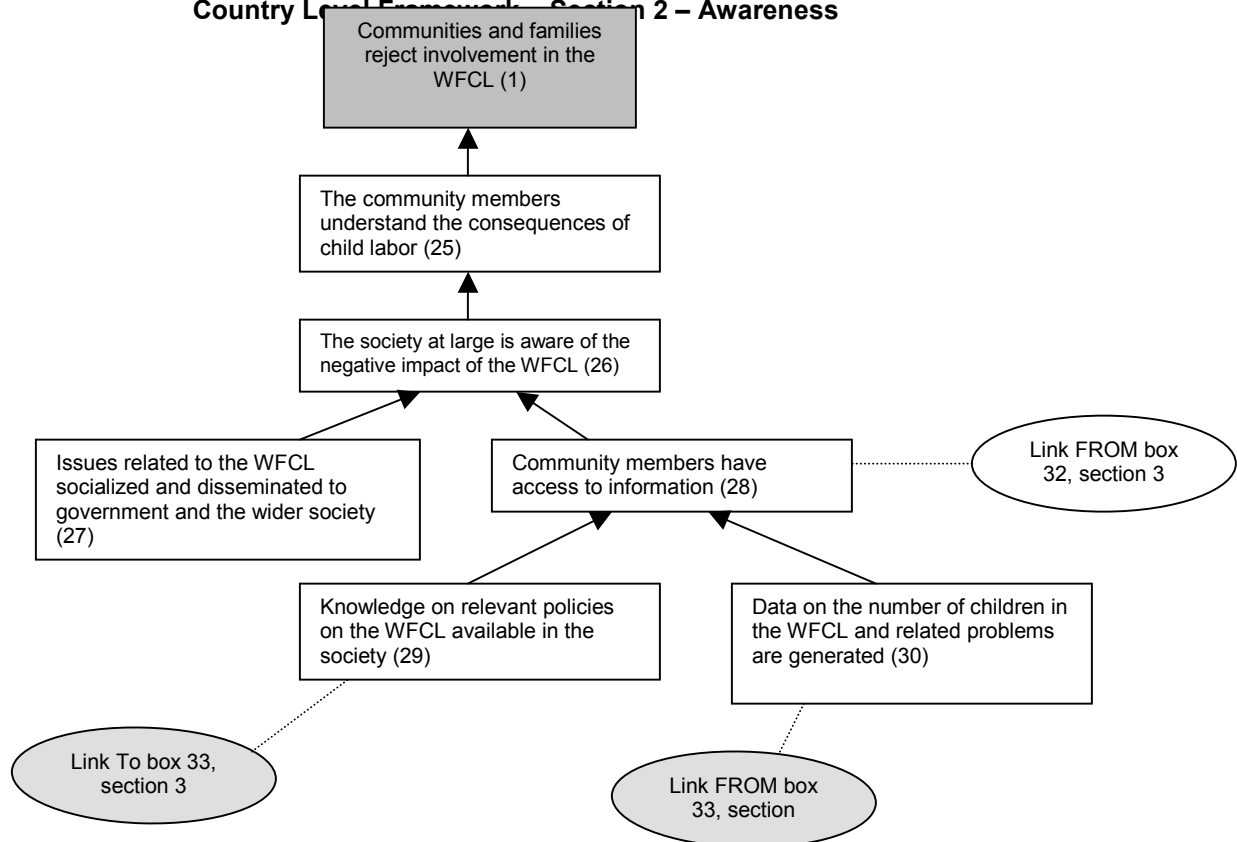
The National Action Plan envisages that in the second and third phases of the Plan activity against the worst forms of child labour will be scaled up and extended to other target sectors. (see 1.3.2) This broader vision for the elimination of the worst forms of child labour is the vision of the Indonesian government, and it is anticipated that during the first phase of the NAP/TBP the Government will elaborate on this vision and how it plans to scale up activity. The IPEC project of support will seek to provide positive support to efforts to scale up activity by providing models of intervention to combat child labour, which can be easily replicated in other areas and sectors. Research initiatives supported by the project will also contribute to broadening the knowledge base on worst forms of child labour, which may well in turn assist in identification of new sectors to be targeted in the second phase of the NAP/TBP. The project of support will also engage in local resource mobilization and leveraging of existing resources to support the process of scaling-up



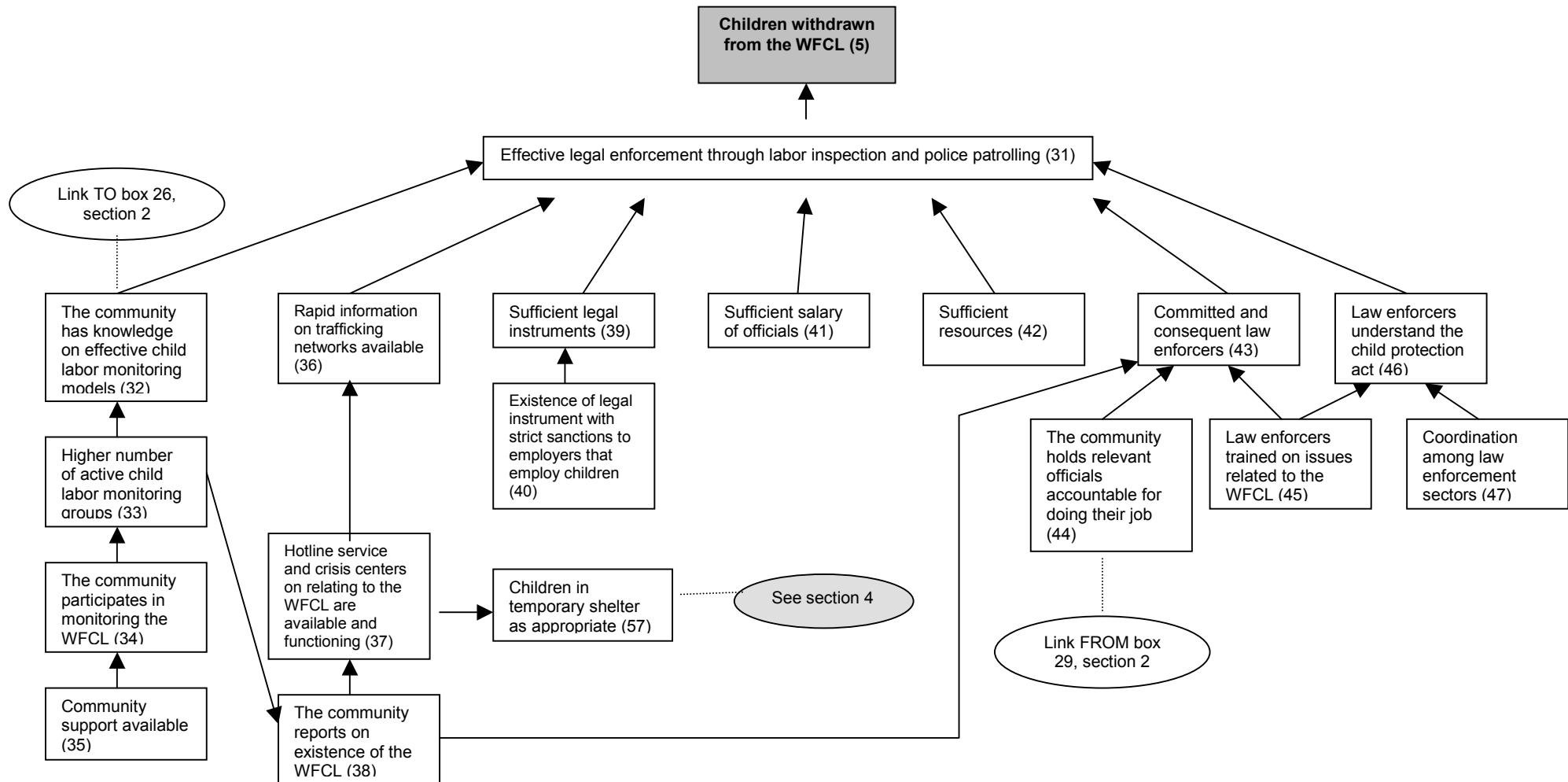
Country Level Framework – Section 1 – Economic Vulnerability



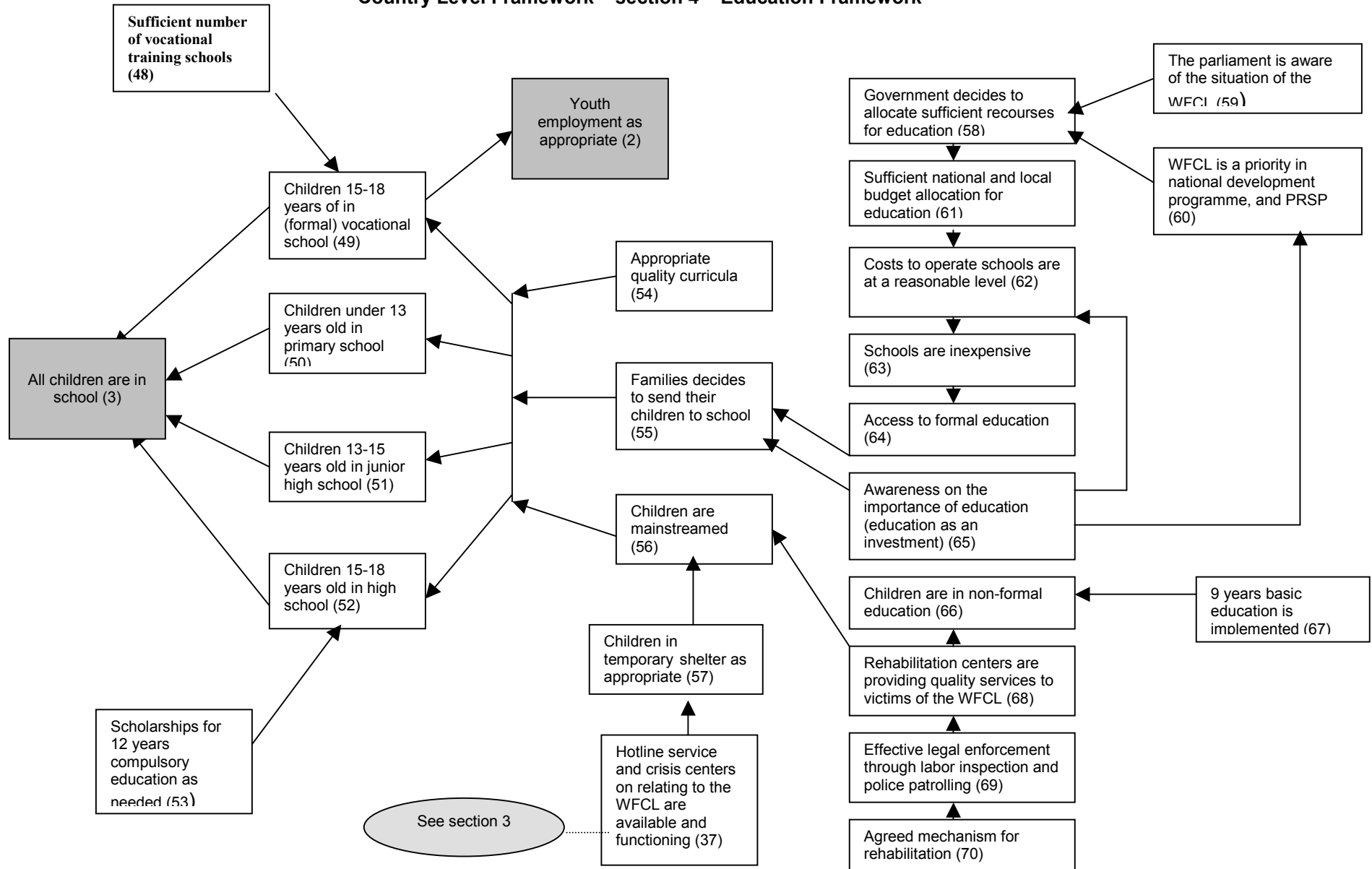
Country Level Framework – Section 2 – Awareness



Country Level Framework – section 3 – Enforcement of Legislation



Country Level Framework – section 4 – Education Framework



2. ILO-IPEC Project of Support to the National Action Plan

2.1 Overview of Project Strategy

The proposal for an ILO-IPEC project to support the National Action Plan was presented to members of NACEWFCL in October 2002 and a programme of activity to develop the ILO-IPEC project was put in place. The project strategy links directly with the priorities of the National Action Plan and the time bound National Action Programme (NAP/TBP) to be developed and with the country framework developed by participants at the national stakeholders workshop in July 2003. The active participation of Government representatives in this workshop was an indication of the support of Government both for a Time Bound programme, and for an ILO-IPEC project of support.

On August 22 2003 a joint meeting was held of the National Steering Committee and the core team of the national Action Committee for the Elimination of the Worst Forms of Child Labour. At that meeting the draft PRODOC was presented by the ILO-IPEC and was endorsed.

The project of ILO-IPEC support to the NAP/TBP will consist of a two-part strategy. The first part of the strategy will focus on promoting change in the policy and enabling environment through which progress can be made in eliminating the worst forms of child labour. This work will link with key issues identified in the National Action Plan and be part of the NAP/TBP. It will include work on promoting child labour in national and local policy frameworks, improving the knowledge base, harmonizing and enforcement of laws, awareness raising and advocacy, and building the capacity of stakeholders.

An important element of work will involve supporting the development of the NAP/TBP at the national and local levels. This work might involve further workshops and strategic planning sessions with the National and Provincial Action Committees. This support could also address the linkage between targets of the NAP/TBP and other national development targets, and the monitoring and evaluation process and system of the NAP/TBP.

The second part of the strategy will involve direct targeted interventions in five sectors identified by the National Action Plan as priority areas for the elimination of child labour. Through interventions in these areas the project will aim to remove children from the worst forms of child labour and prevent other children entering such work. The intention is that these interventions will provide models, which can be used elsewhere by Government at national and local level in their own efforts to implement the National Action Plan and eliminate the worst forms of child labour.

Whilst pursuing this strategy the project will also maintain a flexibility of approach so as to be able to respond to new opportunities or issues that arise during delivery of the project. Figure 2 shows the link between overall Country (Strategic Programme) Framework for the NAP/TBP as a whole and the strategy and outcomes of the Project of Support, while Figure 3 shows the programme framework for the specific outcomes (objectives and outputs) of the project of support.

2.2 Strengthening the enabling environment

Strategic Component 1 Strengthening policy and enabling environment supporting elimination of the worst forms of child labour					
National and local development and social policies and programmes will include child labour concerns	Enhanced education and training policies, responding to the needs of child workers	An improved national knowledge base on child labour and its worst forms	Harmonization of laws and a better enforced legal framework	Increased public awareness of child labour based on new communication strategy and awareness raising /advocacy	Strengthened capacity of stakeholders

Policy Frameworks

Indonesia's State Policy guidelines (GBHN) encompass the policy directives that form the guidelines for state administrators to promote development. Complementing the vision and mission incorporated within the GBHN, the five-year development programme (PROPENAS) is determined by the President and Parliament. The current guidelines and framework serve to 2004 and discussions are currently underway on direction for the *2005-2009 period*.

Many of the issues dealt with in these policy guidelines are relevant to child labour. Policy on education, poverty reduction, employment promotion, social security, and other issues have links with child labour and are thus potential targets for the integration of child labour concerns. The important legislative developments that have occurred since the current PROPENAS was prepared, the NPAs on worst forms of child labour and trafficking and the NAA on commercial sexual exploitation of children all provide a basis with which to assist discussion concerning the 2005-2009 PROPENAS. The aim should be to have national development plans recognize child labour and its worst forms as a development problem with the elimination of the worst forms of child labour as a national development objective.

Given the significance of provincial and district governments in the effort to eliminate the worst forms of child labour, it is equally important that local development plans (Program Pembangunan Daerah – the PROPEDA) also reflect child labour concerns. The use of the Strategic Programme Impact Framework approach will be used as appropriate for the integration of child labour concerns in the local development plans and to ensure that it is linked to the overall NAP/TBP process and content. The PROPEDA follows the same cycle as the PROPENAS and is finalized shortly after the PROPENAS. Consequently, the next PROPEDA will serve the 2005-2009 period. The Provincial Action Committees, which the National Action Plan envisages will be formed, can play a key role in developing the political support required for this to happen.

The Indonesia Poverty Reduction Strategy Paper (PRSP) represents a further opportunity to mainstream child labour into the development agenda. With its emphasis on social concerns along with economic imperatives, on country ownership, and on a participatory approach, not to mention the involvement of the International Financial Institutions, the process is likely to become increasingly important. Indonesia's first PRSP is likely to be finalized in June 2004 and PRSPs will be redrafted after two years.

The themes of the draft PRSP link closely with the agenda for tackling child labour. Creating opportunities for poor people, community empowerment, developing human capacity by increasing access to education and in other ways, and extending social protection, are all themes of Indonesia's draft PRSP. There is a need to link with these concerns the new political commitment to tackling the worst forms of child labour. Inclusion of a child labour dimension in the PRSP can

help to ensure that the donor community, which increasingly uses the PRSP as a reference point, sees that concern with child labour is part of this national development agenda. The ILO's Jakarta office recently commenced a project on PRSP which includes an effort to raise various labour policy issues, including child labour, within the discussion concerning the content of the PRSP. The PRSP project also seeks to raise awareness of the social partners about the PRSP process and to promote their involvement in the dialogue concerning PRSP.

Under its DP-net project ILO-IPEC has developed guidelines on mainstreaming child labour into the poverty agenda and these will be utilized to support the work of the time bound National Action Programme in this area.

The United Nations Development Assistance Framework (UNDAF) provides a further area in which it would be valuable to integrate key child labour concerns. Early in 2004 discussions will begin on the second UNDAF framework for 2006-2009. Child labour was not explicitly mentioned in the first UNDAF framework, and the upcoming new round of discussions provides a strategic opportunity to put child labour higher on the agenda.

In all the above areas, efforts to mainstream child labour concerns will require the active support of the National and Provincial Action Committees for the Elimination of the Worst Forms of Child Labour. The ILO-IPEC project will work with these Committees in an effort to mainstream child labour concerns within the policy and programme environment. Through this process new resources and support can be secured for the time bound National Action Programme and for elimination of the worst forms of child labour.

Education and training policies

It is generally agreed that education is one of the most effective instruments for the prevention of child labour and rehabilitation of former child workers. The national policy on universal education has had a major impact on school enrolment but does not guarantee attendance of children at school, nor has it resulted in completely free education.

Indonesia is committed to achieving the Millennium Development Goals of 100% primary school participation and tackling gender disparities in participation at the junior secondary school level. Improving the quality of education is essential to keep children in school. To attend school should be made as easy as possible, not only by making it free, but also geographically accessible, especially at the junior secondary school level.

The national policy aimed at ensuring the achievement of nine years basic education for all must address child labour to enable all children to benefit from it. In reality it is likely to be some time before full school attendance can be achieved and in the meantime non-formal education can be important in providing support to children who have dropped out of school. It can help in developing basic skills and even be a transition back to formal education. ILO-IPEC has already acquired significant practical experience of the use of non-formal education in Indonesia, and the role it can play in helping children who have dropped out of school and have become involved in the labour force.

It is proposed that the project interventions in the education policy area should have a dual focus. The first element would aim to lend support to the national effort to promote nine years basic and free education to all, tackling the problem of high drop out rates. Because other UN agencies and other organizations (World Bank, ADB) are already involved in extensive work in this area, the ILO-IPEC project would strengthen its networking in this area. It would seek to work in an integrated way with others, identifying ways in which the ILO-IPEC can work with government and international agencies to ensure that education policies become child labour sensitive.

Secondly, The ILO-IPEC project would use its specific background knowledge of working with children at risk of dropping out of school, and its experience in non-formal education provision, to

develop specific initiatives in this area. In particular it would develop work aimed at improving monitoring systems relating to children at risk of dropping out of school. It would also seek to enhance the capacity of teachers and local governments to deliver appropriate and quality education to those children at risk of dropping out of school, or children who have already dropped out and have entered the labour force.

Again, in this area too, the project would seek to strengthen its networking with other agencies involved in non formal education, building partnerships and adding value to efforts to develop the quality and effectiveness of non formal education and vocational training.

Knowledge base

The National Action Plan calls for steps to build knowledge as to the magnitude, severity and location of the worst forms of child labour, with gathering of comprehensive statistical data.

Empirical evidence on child labour and the analysis of its links to other aspects of development are crucial in informing discussions and for broadening the support for the integration of child labour concerns in policy formulation. The project will therefore put major emphasis on the development of a stronger national knowledge base and on the capacity to make good use of available data in the design, implementation, monitoring and evaluation of interventions.

The project would seek to support the efforts of the National Action Committee to identify gaps in current data collection and develop strategies on how to improve data collection and analysis regarding child labour in general, as well as on the worst forms of child labour, through a number of related initiatives. As the knowledge base is to be developed and strengthened in the context of the NAP/TBP as a whole, all the support of the IPEC project will be implemented under auspices of the institutional framework of the NAP/TBP. This will ensure that it is seen and used as the NAP/TBP knowledge base in support of the development and implementation of the NAP/TBP and not as a knowledge base specific to the IPEC Project of Support.

A key objective would be to promote improved data collection at national, provincial, and district level. The aim should be to provide information on child labour, its nature, extent, and trends through incorporation of child labour modules in routine data collection mechanisms. A programme of work would be designed to support this objective, involving cooperation with the Central Bureau of Statistics¹⁵ and drawing on wider ILO experience in child labour data collection and monitoring. This work will form the basis for developing an integrated Child Labour Monitoring System that will provide with the overall framework for data collection both at the policy and at the direct action level and link the various community based and national authority driven CLM mechanisms together.

Special attention will be given to the production of gender sensitive and sex disaggregated data. As part of the capacity building support provided to research bodies and stakeholders the project will provide training on how to collect and make use of sex disaggregated data on child labour.

The project would also further develop IPEC's links with academic and research organizations and other partners in Indonesia with a view to improving the flow and quality of research on child labour. Special attention would be given to improving the knowledge base on the worst forms of child labour, on which information is often hard to obtain. This process could also assist identification of sectors of employment, which might be regarded as priorities for the other phases of the time bound National Action Programme.

¹⁵ As mentioned under the section on the Institutional Framework Management CBS is represented on the National Action Committee for the Elimination of the WFCL and has therefore been closely involved in discussions concerning both the NAP/TBP and the IPEC project of support. CBS has previously cooperated with IPEC and has been responsive to initiatives aimed at improving collection of data on child labour.

In addition to collecting improved data the project would also seek to disseminate key information in a user friendly and systematic manner. In cooperation with the NAP/TBP institutional framework, the project would support the production of an annual report providing data on national statistics, recent research and progress of the NAP/TBP.

A quarterly summary of press reports on child labour issues would be produced. This would be distributed as an electronic bulletin and in printed format to a wide range of stakeholders, including academic and research bodies.

The project would support further development of an existing web site on child labour managed by the Ministry of Manpower and Transmigration, as a source of information on the time bound National Action Programme. Through this site and through use of the ILO Jakarta office web site the project would seek to make available to researchers and others up to date information on child labour trends and research.

By development of the knowledge base and linking this work with a carefully planned communications and networking strategy, both the time bound National Action Programme and the ILO-IPEC project will develop strong roles as key information hubs on the worst forms of child labour.

Part of the knowledge base is a good monitoring and evaluation system and process that allows for assessment of the implementation of the NAP/TBP as a whole as well as the individual interventions within the national time bound programme framework. This will provide key information for the design of the appropriate process of scaling up and replication so that the NAP/TBP can eventually achieve the objective of elimination of the worst forms of child labour. Support to the development of such a monitoring and evaluation system will be considered as part of the support to the development of the knowledge base.

Legal environment

Having a good legal framework is an important first step to combat child labour and a number of positive developments have taken place in Indonesia during recent years.

The National Action Plan states that the ratification of Convention 182 shall be implemented and followed up by harmonization of laws and regulations. The project would provide technical assistance as appropriate to support a review of laws.

Given the significant changes in the legal framework that have occurred in recent years, a major challenge is to socialize the new legislation, providing information on the new legal framework of children's rights both to those with responsibility for enforcement, and to communities.

To support this process the project will develop core training to be provided to labour inspectors, police, and civil society organizations. This would deal with the new legal framework and the action required to protect children from exploitation, abuse or harmful conditions.

Action programmes will also have a strong legal literacy component, providing information to communities in a user friendly format promoting increased awareness of children's rights and their significance for economic and social development.

Linked to the project's role in terms of an improved knowledge base, the project would also collect and disseminate to partners information on significant legal developments and jurisprudence concerning child labour.

Public awareness

The National Action Plan calls for a campaign on the elimination of the worst forms of child labour, which would include disseminating information to the general public in urban as well as rural areas, facilitating the growth of a society that cares about working children and socializing the National Action Plan. It calls for the media to take a more active role at national and local levels and for an advocacy programme aimed at socializing the National Action Plan.

There is a crucial need to raise awareness in Indonesia about child labour, its nature and extent, its causes, economic and social implications, and its potential to act as an obstacle to and retard long-term development.

To support the National Action Plan the project will develop a communication and awareness raising strategy, which will target both the public and key policy makers. Previous ILO-IPEC work in Indonesia has already done much to raise understanding of the need to tackle child labour (see 1.4.1). Most significantly the ratifications of ILO Conventions 138 and 182 represent an indication of the increased awareness. However awareness raising is a continuous process and much still remains to be done. The new project will build on previous experience, particularly in respect of work at the local level. A wide range of project activities have a focus on increasing understanding of communities and families of the need to tackle hazardous or exploitative child labour.

The communications and awareness element of work will include meetings with parliamentarians, civil society organisations and others designed to promote wider understanding of the new framework of children's rights in general, and understanding of the national commitments to tackle worst forms of child labour.

In respect of media strategy, the project will network with other UN agencies to discuss possible joint media campaigns and cost sharing. Working with the Press Officer of the ILO Jakarta office the project will develop national and local media strategies designed to raise awareness of child labour issues, and in particular the worst forms of child labour. Media monitoring strategies will be put in place to assess the effectiveness of media campaigns.

The campaign will have a strong focus on the local levels. Experiences from ILO-IPEC earlier projects will be tapped in order to develop suitable strategies in order to ensure that the message will reach out to the often remote areas where children work or are being sent from. The fishing project, for example, has worked with a number of local radio stations that targets rural communities by using local languages. This approach has showed to be a cost effective way to reach out to the targeted groups. Appendix 1 includes further information about awareness raising approaches to be undertaken for the five targeted forms of child labour.

The elements of the new project dealing with off shore fishing and footwear will be working mainly in communities not covered by the existing ILO-IPEC project for those sectors, therefore there will not be duplication of earlier work.

The communications and advocacy strategy links with other elements of work on the knowledge base. The annual report highlighting child labour statistics and developments would feature as a key publication expected to attract substantial publicity, and the project web page and electronic bulletin of press coverage would also be integrated within the overall communications strategy.

An important element of advocacy involves building alliances with groups and organizations that can in different ways support the effort to tackle child labour. The growing prominence of child labour concerns has created an environment in which the formation of child labour constituencies is easier than in the past. In Indonesia the IPEC project of support can play a role in developing such alliances both at national and local levels. Effective alliances and networks will add value to

the overall contribution of the IPEC project, broaden its overall impact, and play an important role in supporting the National Action Plan and in particular the NAP/TBP.

By awareness raising and advocacy, the project will promote an anti child labour message across the country in a coherent and coordinated manner. This will contribute to engaging the public and decision makers in the cause to eliminate the worst forms of child labour.

Strengthened stakeholders

The integration of child labour concerns in national and local development strategies involves many issues but such strategies are fundamentally political processes through which competing objectives, approaches and interests are resolved. Objectives and approaches that do not enjoy the support of sufficiently strong constituencies receive lower priority on the agenda. One reason why child labour is not high on the development agenda in Indonesia is that such constituencies have so far been relatively weak. There is a need to strengthen the capacity of child labour partners and constituencies through upgrading their technical expertise and the promotion of alliances among them.

ILO-IPEC experience in other countries suggests that development of institutional capacity within the core team responsible for delivery of a time bound programme can be an essential ingredient in determining its success. Taking account of this experience the project will seek to provide support to core structures both at national and local levels.

The National Action Plan proposes a programme of capacity building for government, employers and workers organizations, and non-governmental organizations, aimed at improving knowledge on the worst forms of child labour and ways to tackle it.

In support of the implementation and expansion of the NAP/TBP and to ensure sustainability and impact, efforts to strengthen stakeholders should also be linked with efforts to ensure that they can themselves replicate intervention models, and can develop new programmes to tackle child labour outside the action programmes being developed by the project and in the context of the NAP/TBP.

Among the initiatives that will be taken to improve stakeholders capacity are

- Workshops/training involving key actors and decision makers in which child labour issues are debated and ways of addressing them identified
- Field visits and exchanges to increase understanding of project action programmes and to spread good practices
- Technical training on design, monitoring and evaluation (DME), and on resource mobilization. DME training will also include a gender awareness component, and emphasize the need for programme design to take account of the position of girls involved in child labour. Although some ILO-IPEC partners have in the past benefited from DME training, the range of new organisations now becoming active on child labour and the turnover of personnel within partner organisations means there is a continuing need for such training. As a matter of practice, invitations for participants to such training will prioritise the need for participation of those who have not previously received training.
- Promotion of networks among stakeholders concerned with child labour issues and building their capacity to work as part of an integrated Child Labour Monitoring System (CLMS)

It is intended that by the end of the project stakeholders will themselves be more capable at planning, implementation, monitoring and evaluation of projects and interventions, in particular within the NAP/TBP.

Structures established at national, provincial and district level can potentially play a very important role in ensuring the impact of the National Action Plan and the sustainability of initiatives to

directly tackle the worst forms of child labour. The project will seek to support and assist the development of such structures, particularly in the areas in which targeted interventions are being implemented.

2.3 Targeted interventions to tackle the Worst Forms of Child Labour

In its National Action Plan the Indonesian government has identified the need to develop models for the elimination of the worst forms of child labour. It also refers to the need to find ways of integrating efforts to remove children from the worst forms of child labour with the policies and programmes of government at central, provincial, district and city levels.

The Government has identified five forms of child labour to be addressed under the first phase of the time bound National Action Programme. These are children involved in sale, production and trafficking of drugs, trafficking of children for prostitution and child labour in off-shore fishing, mines and in the footwear sector.

The IPEC project of support proposes to implement a number of action programmes in these sectors. These programmes will aim to remove children from the worst forms of child labour and to prevent children who might become involved in these sectors, from doing so. The experience gained in the course of these programmes is intended to assist in preparing model programmes which can be replicated elsewhere, together with guidelines for implementation, monitoring and evaluation.

Whilst each of these sectors has its own characteristics, which will require a particular approach, some elements of the approach to be pursued are common to all the proposed areas of intervention.

Strategic component 2: Targeted interventions to tackle the worst forms of child labour				
Local information base and monitoring capacity is developed and strengthened	Children withdrawn from the worst forms of child labour	Relevant educational opportunities for children in the worst forms of child and those at risk	Socio-economic opportunities to benefit poor families and communities at risk	Building support in communities to prevent the worst forms of child labour

Local information base and monitoring capacity

As part of the preparation for, and to assist the design of the project, Rapid Assessments have been undertaken in each of the sectors. These have provided a valuable source of hard information on the sectors, work processes, some assessment of the numbers of children involved etc.

During the first six months of the project a base line survey will be prepared to cover each area of intervention. These studies will build on the work of the Rapid Assessments and provide detailed and accurate information on target groups in each area and assist in designing interventions and establishing monitoring mechanisms. They will also provide information on the situation of other working children in the local communities. As part of the monitoring and evaluation of project of support, further studies (repeat baselines) will be conducted towards the end of the project to measure impact over the entire project. The information from this can in addition to demonstrating impact of the project also be used as the basis for designing further interventions in these and other areas. All data in base line and follow-up studies will provide data on a sex-disaggregated basis.

Current ILO-IPEC work in Indonesia, and in particular the projects on footwear and fishing, have developed valuable experience on collection of data and monitoring of children removed from

child labour. The project will integrate the experience and methodologies of that project within the framework of the new project.

Preventing and withdrawing children from worst forms of child labour

The project will use a mix of strategies designed to assist children at risk. The project will have a heavy focus on prevention, as experience in Indonesia and elsewhere has demonstrated that it can be easier to prevent a child entering the worst forms of child labour than to withdraw the child once s/he is involved.

However in situations where children have been identified as working in the worst forms of child labour and when there are clear dangers to children the project will work with enforcement agencies and communities to seek the immediate withdrawal of children at risk.

In general the project will work in the communities and targeted sectors providing feasible alternatives for children engaged in the worst forms of child labour.

Educational opportunities for children in the worst forms of child labour

Seeking to prevent children dropping out of school- In the communities where it is known there is a risk of children dropping out of school and entering the workforce efforts will be made to identify those at risk, and support them in a way which encourages them to continue their schooling. The exact nature of interventions will vary. Encouraging experience has been obtained from work undertaken with the teachers association PGRI in Bandung. Teachers, who usually have good standing in their communities, have volunteered to work with the ILO-IPEC project to monitor children at risk of dropping out of school and to work with the children and their families to try to avoid the children dropping out of school. Efforts will be made to build on this approach and to develop a body of “best practice” which can be replicated outside of the targeted interventions. Teacher’s active involvement as volunteers in helping address problems of school drop out can be extremely effective.

Providing *non-formal education opportunities* for children who have dropped out of school and entered the labour force. Children of primary or junior secondary school age can be encouraged and supported to participate in Paket A or B education. This is a Government programme providing non formal education that is designed to enable children to reach primary or junior secondary learning standards even though the children are outside of the formal schooling system.. As this education programmes comes with official certification such interventions can provide a route for children to return to formal education. (see 1.2.6)

Vocational skills training can be provided, particularly to children over 15 who have been withdrawn from the worst forms of child labour. There is already some significant experience in this area but the ILO-IPEC project will also develop networking with other ILO initiatives relating to employment, skills and small business development in an effort to develop new strategies and opportunities for children in this category.

Partnerships with employers will be explored to ensure that trainees receive skills, which are relevant to local labour market conditions.

On a general basis the project will seek to *strengthen partnerships* between teachers, parents, communities and local government. Such partnerships are essential to develop a shared responsibility to help children in the worst forms of child labour and those at risk.

Socio economic opportunities for poor families and communities

Poverty and socio economic problems are key factors in pushing many children out of school and into the labour force. In some situations, by addressing the nature of poverty in a particular community or family it may be possible to ensure children remain in school.

Initial base line studies will examine the socio economic situation within households, and the project will promote participation in this process of all family members, to promote ownership. Such an approach is also important to ensure that proper account is taken of the position of siblings of those who may be targeted by the project.

The project will seek to broaden access of targeted families and communities to any possible existing programmes, as well as where appropriate providing specific vocational training or business development training/support. Income generation activities will be supported through technical support. The ILO-IPEC will not provide revolving funds, but will build linkages between communities and micro finance providers.

In some of the targeted communities businesses, which involve children below the age of 18 in hazardous work, will be encouraged to change working practices. This can be done, for example, by demonstrating how a safe and well organised working environment can enhance productivity and business performance. In the existing ILO-IPEC footwear project a strategy has been used of developing “model” workshops, which have introduced improved workshop organisation and improves safety and health standards. These workshops have been able to increase productivity, leading to increased incomes for the families involved in the workshops. As a result they generate interest in the community, and this enables the project to discuss with other workshop owners the benefits of improving workshop organisation and occupational safety and health. Families also need to be made aware of the hazardous nature of current work practices and the harmful effects on children.

Building support in Communities

The project will seek to build partnerships between all stakeholders, including the children themselves, in an effort to ensure an integrated and sustainable approach. Current ILO-IPEC experience in Indonesia has demonstrated the value of community based awareness programmes and the need for communities to be fully involved in developing programmes aimed at tackling the worst forms of child labour. Religious organizations can also be powerful advocates for education, and they too will be involved in local community alliances.

Local media will be important partners. In West Java and North Sumatra existing ILO-IPEC work introduced the concept of coffee mornings with the local media. A number of the journalists who became regular attendees at these events displayed a keen interest in child labour issues. The regular and positive media reporting of the ILO-IPEC project made an important contribution to its overall impact and public awareness.

2.4 Supporting and cross cutting strategies

To support the overall strategy the project will further integrate five supporting and cross cutting strategies in interventions and activities aimed at eliminating the worst forms of child labour.

SUPPORTING AND CROSS CUTTING STRATEGIES				
Addressing gender Issues	Prevention, protection, rehabilitation and healing	Child labour monitoring	Meaningful child participation	Partnerships and capacity building for sustainability

Gender issues

Aiming at reducing the trafficking of children cannot succeed without integrating a gender lens in all stages of the project cycle. Discrimination based on gender is widespread and girls are generally, from the moment they are born, treated as of less value than boys. The differential treatment of boys and girls is of course a reflection of deep cultural notions about the roles and division of work between the two sexes. Societies organize work, rights, responsibilities and relationships of women and men, girls and boys according to the notion of gender as a social construct. Some of the areas where girls/women are at a disadvantage include the type and degree of participation in the labour market, the allocation of resources within households, education, and the voice or power within communities and society.¹⁶ It is, however, important to note that gender is not limited to being a 'girls' or 'women's' issue; gender is about rights to equal chances, participation, responsibilities and opportunities for women and men, boys and girls.

Almost half of working children in Indonesia are girls. The five priority sectors identified under the National Plan of Action are, however, dominated by boys. The ILO-IPEC Rapid Assessments undertaken as part of the preparatory work on the five sectors shows that 100% of all children in off-shore work are boys; some 80-90% of the children in the footwear sector and drug trade are male and the mining sector is also heavily male dominated. The children being victims of trafficking for prostitutions, are, however, overwhelmingly female.

Against this background, it is important the position of girls as well as boys is considered in each of the sectoral interventions. The project will use a gender lens in all activities and undertake gender analysis in selected interventions, or prior to certain interventions to ensure that the positive and negative implications of the project interventions on boys and girls, women and men are known before the interventions starts. An important area, to which the project will pay attention, is the risk of burdening female members of vulnerable households with additional workloads. An analysis of the existing division of labour between the sexes in vulnerable families will be undertaken before deciding on how the provision of economic empowerment shall take place.

Prevention, protection, healing/rehabilitation

ILO Convention No. 182 describes how a mix of strategies for the prevention, protection, removal and rehabilitation of children shall form an integral part of the efforts to eliminate the worst forms of child labour.

Since beginning its activities in Indonesia in 1992, ILO-IPEC and its partners have developed a mix of strategies and techniques for the prevention of child labour and for the protection, withdrawal and rehabilitation of children from child labour. The current IPEC project activity in footwear and jermals provides particularly valuable experience with which to guide some of the future interventions.

ILO-IPEC is also very aware that with regard to rehabilitation of some of the children in the worst forms of child labour any approach must take account of the fact that children who may have been exposed to suppression, violence, or commercial sexual exploitation require special and particularly sensitive attention.

The project will aim to ensure that the necessary support structures for education of the identified working children and the economic empowerment of affected families will be established early on. The working children that are identified as direct beneficiaries under the Project will be provided assistance that will enable them to pursue their education or vocational training.

¹⁶ Mainstreaming gender into the In-focus program on Child labour: IPEC, July 2001, ILO (Jensen)

In line with Convention 182 the Project will make use of all possible tools, which will be combined in ways that are tailor-made to suit the circumstances in each situation. Appendix 1 on the five priority sectors provides further elaboration on how prevention, protection, and healing/rehabilitation approaches will be designed in the respective sector.

Child Labour Monitoring

In child labour monitoring, direct observations are made of children at risk of work and repeated from time to time. The observations are made from two different perspectives. They verify whether children are working or not, and if so, whether they are at serious risk due to the nature or conditions of the work. They also verify if children removed from work, or still working for some reason or another, are accessing school and other services. Together, these monitoring methods can document whether there is an overall change in child labour.

Experience in ILO-IPEC projects in Indonesia and elsewhere has produced a simple three-part model of how child labour can be monitored.

- Pre-monitoring phase (which creates the necessary environmental context and foundation required by a monitoring system)
- The monitoring process itself (which includes the tools required, and how this process is implemented)
- Post-monitoring phase (which addresses the issues of sustainability, use of the findings, and the “exit” design)

No one party can monitor all types of child labour. One of the first steps in the monitoring process is to identify potential partners – those who have the capacities and mandates to reach the occupational or geographical sectors where child labour is concentrated. For monitoring informal sector workshops, home-based industries, and fishing, potential partners might be community groups, district or village authorities or sub-contracting agents. Monitoring children in illegal work, such as prostitution or crime, may require a different set of partners including police, religious leaders, parents and community groups. To track children released from work to go to school or other social service, other partners should be considered including teachers and older pupils and NGOs. Perhaps the most important “partner” in any monitoring team is the community.

Through direct observation, members of the monitoring team check, and then re-check on a periodic basis, the information on the target group, the individual children, and the workplaces to see if there has been a change. They also watch for new target groups, and new children. Finally, they gather information that might signal changes in policy, and in the context of the children, or of the industries in which they work.

Experience in Indonesia with community based child labour monitoring

Valuable experience of monitoring has been acquired through existing ILO project activity in Indonesia. Workplace monitoring, as well as monitoring of home villages and social protection sites, has been a crucial part in the ILO-IPEC footwear and fishing project. Early in the project it was realized that it would not be sufficient just to try to “police” the involvement of children but dialogue needed to be established with children and the communities involved.

Monitoring became an activity, which increased social awareness, particularly of the hazards and negative long-term consequences of child labour. Over time monitoring became accepted by the community leading to the formation of community-based child labour monitoring systems as well as good cooperation with local enforcement agencies. It is intended that the proposed project will build on the experience of the fishing and footwear project, utilizing certain of the methods for data collection which have been established, and spreading experience of community based monitoring approaches.

It is important that CLM be conceived as an integrated system from the very start. For the various monitoring mechanism currently used by communities and/or national authorities to be effective, replicable and sustainable it is important that efforts will be made to build an integrated system framework where information is collected, fed and acted upon in an orchestrated manner.

Meaningful child participation

Ensuring the active involvement of children in consultations on the project and encouraging their participation in design, implementation and monitoring, can help to ensure both the relevance and effectiveness of project interventions.

Child participation starts with the production of knowledge on child labour. Each research process involving assessment of a child's situation will allow for children themselves to describe their particular situation and the problems that have given rise to their involvement in the worst forms of child labour.

Children who have been removed from child labour can become role models for other children. Under the existing footwear project in Bandung, one child worker who became involved in creativity centre set up by the project showed particular flair for design, and subsequently went on to receive specialist training which will enable him in the future to make a good living in art/design. For almost two years, he has been active as a peer educator – mainly on arts and computers – for other children visiting the creativity centre.

The children targeted by the project will be provided with an opportunity to participate in child-to-child advocacy campaigns and awareness raising activities. Children are capable of making powerful presentations of their own personal experiences and have the potential for influencing attitudes and behaviour against the worst forms of child labour, and in favour of education.

Partnerships and capacity building

A broadly based and committed alliance of partners is vital to ensure the success of the project and effective support for the campaign to eliminate the worst forms of child labour.

As part of the preparations for the project an analysis was undertaken by the Institute for Development Studies, Bandung looking at the capacity of ILO-IPEC partners and potential partners. The analysis looked at some 110 organizations, including government offices at provincial and district level, NGOs and some international organizations.

The report recommended involving a broad range of organizations in the project delivery, enabling each to do “what it does best”. It also pointed to the need for developing local networks that bring together government agencies and NGOs so that they can develop an improved understanding of each others role and contribution.

The report identified strengths of government agencies as being their ongoing programmes, resources and reach to local communities. At the same time it identified some lack of political commitment and use of a “top down” approach as potential weaknesses.

With regard to NGOs it saw their strength as being close to and responsive to the community. Weaknesses were lack of resources, and dependence on international support, which raised a question as to their long-term sustainability.

For both government agencies and NGOs there was a need for training and education to develop capacity. The project will put in place capacity building training in project design, monitoring and evaluation of ILO-IPEC Action Programmes, including building awareness of the gender dimension in projects. Other support will be developed to assist long-term capacity development.

Trade unions and employers could potentially become important partners in the national campaign for the elimination of the worst forms of child labour. However at present ILO-IPECs cooperation with both is limited and ad hoc. The project provides an opportunity to consider in a more strategic manner the way in which ILO-IPEC works with trade unions and employers and the contribution that they can make to support the National Action Plan.

Sustainability

As a general principle of project formulation and design, strategies in ILO/IPEC projects are always formulated to achieve the identified possible degree of sustainability from the outset of the project and as specific to the strategy. It is an integral support element of all project specific strategies and as such issues of sustainability are therefore addressed as part of the description of the strategy. In keeping with this understanding, this project will seek to promote sustainability from its inception. As one of the main evaluation concerns, the evaluation process of the project will address the progress towards and achievement of sustainability.

The following provides an overview of the issues in sustainability and the elements of the strategy addressing sustainability. It also highlights the specific sustainability initiatives taken to promote and achieve sustainability in this project.

Key elements of the project are designed in such a way as to support the sustainability of the National Action Plan and the resulting NAP/TBP over the twenty-year period, which has been established for the Plan. Each of the main strategic elements are closely linked with the overall sustainability of the national effort to tackle the worst forms of child labour.

The focus on making national and local policies and programmes sensitive to child labour, creates a policy climate which recognises the need to eliminate the worst forms of child labour and helps to harness resources to support programmes against child labour.

Strengthening the knowledge base on worst forms of child labour, helps to provide empirical evidence of the nature of the problem and broadens support for the integration of child labour into policies and programmes both at national and local levels. Child Labour monitoring systems, and the focus on community based monitoring, provide mechanisms for long term monitoring of child labour and are a key element of sustainability.

Some important changes have occurred in the legal framework relating to childrens rights but there remains a lack of awareness of the new legal framework. The project's work with labour inspectors, police, judiciary and civil society organisations is aimed at strengthening understanding of the new legal framework and promoting long term change in attitudes. Wherever possible the project will be seeking to build training/information on childrens rights and the new legal framework into existing training programmes for police, labour inspectors etc. Ensuring that childrens rights becomes a part of the standard training curriculum will help to achieve a long term and sustainable impact.

Changing public attitudes towards worst forms of child labour is also crucial for long term sustainability. To eliminate worst forms of child labour, parents of at risk children, employers, communities and enforcement authorities must all see the need for children not to be involved in worst forms of child labour. The project's communications strategy and alliance building will help encourage the new attitudes which are so important if long term objectives are to be met.

A further crucial element of sustainability is strengthening stakeholders. To support the implementation and expansion of the NAP/TBP and to ensure sustainability, efforts to strengthen stakeholders will also be linked with efforts to ensure that they can themselves replicate intervention models and can develop new programmes to tackle child labour outside the action programmes being developed by the project.

The five-targeted interventions being developed by the project will be designed in such a way as to provide models for intervention against worst forms of child labour, which can be replicated outside the project by others who wish to tackle worst forms of child labour in their own areas. An emphasis will be placed on developing interventions, which can be easily replicated.

2.5 Overview of sectors for targeted interventions

Appendix 1 provides details of the five targeted intervention programmes to be implemented under the project. The Appendix provides an introduction to each sector involved, a summary of the Rapid Assessments undertaken in preparation for this project, and details of the interventions to be used to remove children and prevent children's involvement in these worst forms of child labour. It also provides details of the number of children who will benefit from each of the targeted interventions.

The priority sectors under the ILO-IPEC project of support are identical with the five sectors identified in the National Action Plan as the priority sectors for the first phase of the time bound National Action Programme. Although these sectors are discussed as separate sectors with separate interventions, possible interlink ages between the sectors – such as the fact that some of the children found in mining, footwear or fishing might have been trafficked into these sectors, or that children found in drugs trade are sometimes overlapping with children identified as engaged in prostitution – will be further explored during the project implementation.

• Involvement of children in sale, production and trafficking of drugs

This programme will be based in Jakarta, working alongside and together with other agencies in an effort to tackle children's involvement in the drugs trade. The project will have a strong emphasis on prevention, identifying children and communities at risk and providing support and alternatives for children. The project of support will work closely with various institutions that deal with young drug users in an effort increase their capacity to rehabilitate and provide alternatives for the children they deal with.

• Trafficking of children for prostitution¹⁷

This programme will work in both sending and receiving areas. In the sending areas the programme will target trafficking of boys and girls for prostitution as well as for other forms of exploitative labour. In the receiving areas the programme will target girls and boys in prostitution, regardless if they have been trafficked or not. The main sending areas involved will be selected rural areas in West, Central and East Java. In those areas the programme will work to raise awareness and put in place alternatives so that children do not enter the trafficking "market". The children trafficked from these areas are usually sent to large industrial or tourist areas. In those receiving areas the programme will work both to withdraw children and to raise the awareness of the public and enforcement agencies of the need too tackle the trafficked children's involvement in prostitution. The awareness raising will also address the demand side. At the policy level the programme will coordinate and network with other agencies in the implementation of the two National Plans of Action for the Elimination of Trafficking in Women and Children and Commercial Sexual Exploitation of Children. The programme will also contribute to the process of developing a new law on trafficking and will in particular concern itself with how the new law can

¹⁷ The project of support will primarily address trafficking of children for prostitution, as this 'sector' has been selected as one of five priorities in the National Action Plan. However, it is important to notice that in the sending areas, the project of support will address trafficking for all purposes (not only sexual exploitation), while in the receiving areas, child victims of prostitution will be targeted even if they have not been trafficked. This approach is further elaborated in Appendix 1, section on trafficking for prostitution.

be effectively implemented. The programme will also have a component addressing weaknesses in the current legal environment and protection for the victims.

- **Child labour in mining**

Large numbers of children are involved in gold and coal mining, often working in extremely dangerous conditions. The project will work in East Kalimantan, a major mining area.

It will develop work in the small mining communities, trying to increase awareness of the need for children to be in school or non-formal education, and providing practical support to enable this to happen. It will address particularly hazardous aspects of mining operations and also work to improve socio-economic opportunities within the communities. At the political level the project will work to build support within Kalimantan for coordinated policies aimed at improving education opportunities and tackling the worst forms of child labour

- **Child labour in footwear**

This programme will build on the experience of an existing project, which has been seeking to tackle use of child labour in home based and small footwear workshops in West Java. Significant numbers of school age children can be found working in these workshops, often working in hazardous conditions, with dangerous chemicals and solvents. The new programme will extend work into previously uncovered geographical areas, which are known to include a large number of working children. By replicating and expanding models developed under the ongoing footwear project, it is aiming at increasing awareness of the need for children to be in school or non-formal education, and provide practical support to enable this to happen. It will also work to address hazardous aspects of footwear operations, promoting within the community “model workshops” using safe techniques and methods. Strong emphasis will be placed on work with the community, with teachers and others to build community awareness of the need to tackle worst forms of child labour.

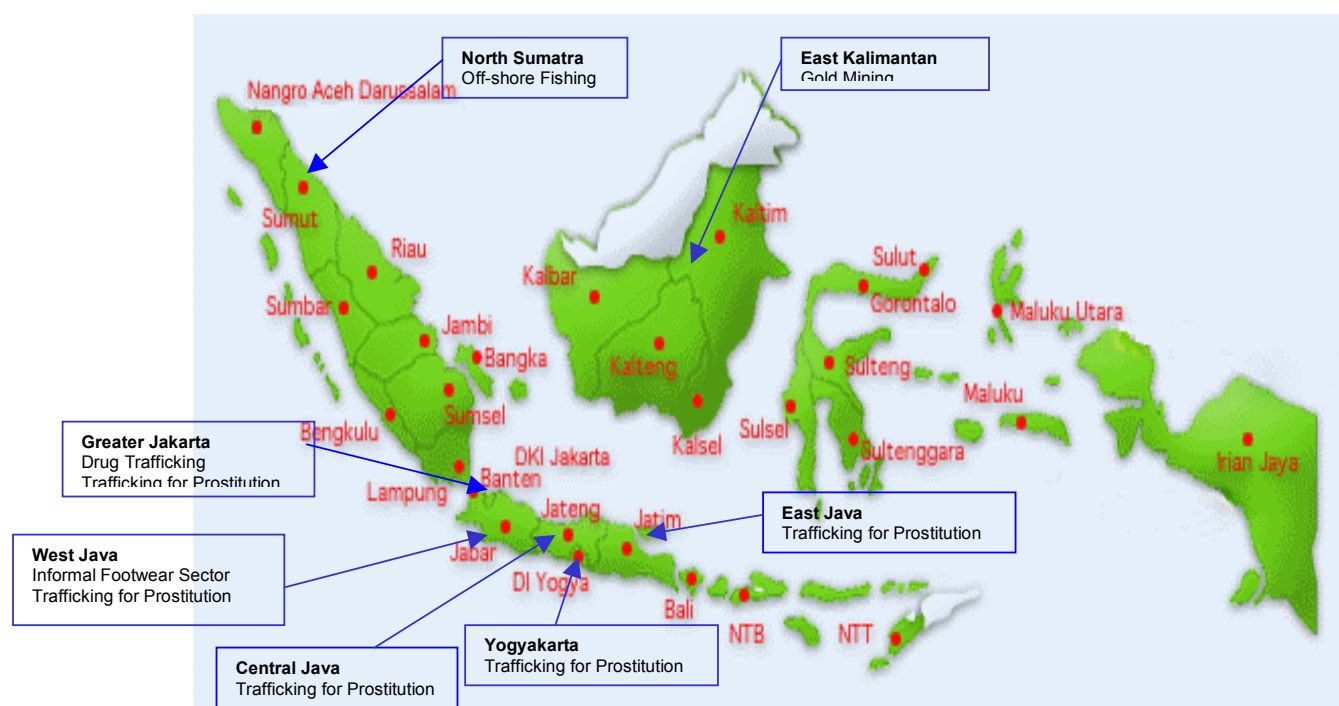
- **Child Labour in off-shore fishing**

This programme will also build on the success of an existing project, which has dramatically reduced the number of children working on jermals – fishing platforms located off the north east coast of Sumatra. Building on the experience and network already in place, the programme will seek to decrease the worst forms of child labour in all forms of off-shore fishing – mainly trawling – in North Sumatra. By providing education and vocational training opportunities, identifying ways of supporting poor families and communities and put in place effective monitoring mechanisms, it would aim to replicate the success of the jermal project. There has been growing political support in North Sumatra for a wider approach to tackling the worst forms of child labour. A Provincial Action Committee on the Worst Forms of Child Labour has been established and a Provincial Decree on the subject is planned. The programme in North Sumatra will continue to support this positive development.

3. Geographical Coverage and Target Groups

3.1 Geographical coverage

The project will combine national level efforts to strengthen the enabling environment, with targeted interventions to assist children involved in the above sectors in six major geographical areas, which are indicated on the map below. These areas have been identified for interventions based on knowledge of the situation in the areas and in particular information collected during recent Rapid Assessments



3.2 Direct Beneficiaries¹⁸

A total of 31,450 children will be targeted for withdrawal¹⁹ and prevention²⁰ from exploitative and/or hazardous work²¹ through the provision of educational and non-educational services following direct action from the project. Of this total, 5,100 will be withdrawn from work and

¹⁸ The number of direct beneficiaries is derived from a combination of findings of the recent ILO-IPEC Rapid Assessments and experiences and knowledge from the targeted sectors.

¹⁹ **Withdrawal** in this context refers to those children that are found to be working and will no longer work as a result of the intervention. This category also includes those children that are engaged in exploitative/hazardous work and as a result of the project will work shorter hours under safer conditions.

²⁰ **Prevention** measures will target children that are either a) siblings of (ex-) working children that are not yet working or b) those children not yet working but considered to be at high-risk of engaging in exploitative work. In order to be considered as “prevented”, these children will benefit directly from the project intervention. A “**high risk**” situation refers to a set of conditions or circumstances (family environment or situation, vicinity of economic activities prone to employ children, etc.) under which the child lives or to which it is exposed. Children at high risk of engaging in exploitative/hazardous work could also include children who are not yet in school as well as those currently in schools but at high risk of dropping out.

²¹ **Exploitative and/or hazardous work** refers to the conditions under which the child works and the safety, health, and environmental hazards to which the child is exposed as well as the duration of work. Any type of work that prevents a child from obtaining an education (attending school regularly) is also considered exploitative work.

26,350 will be prevented from being engaged in child labour. Of the total boys and girls to be targeted by the project, 12,710 will be targeted to receive educational and/or training services.

For the purposes of targeting, the categories below are mutually exclusive and therefore a child is shown only once even if more than one type of educational service is to be provided. The details of the strategies for each targeted intervention are provided in Appendix 1.

- Category 1: Non-formal or basic literacy education as demonstrated by enrolment in educational classes provided by the project. These classes may include transitional, levelling, or literacy classes so that the child may either be mainstreamed into formal schooling and/or can participate in vocational training activities.
- Category 2: Vocational, pre-vocational or skills training as demonstrated by enrolment in these training courses provided by the project in order to develop a particular skill.
- Category 3: Referral only to the formal education system. Children who are willing to be returned back to school will be directly sent to the existing available formal school closed by. The assistance provided by the project could include one or more of the following services: the provision of nutrition, uniforms, books, school materials, stipends/school fee, or other types of incentives that enable the child to be enrolled in education.

The remaining 18,740 children will be withdrawn or prevented from entering exploitative and/or hazardous work through the provision of other non-education related services. These services will include counselling, income generation and/or skills training for parents of children at risk and provision of community support facilities designed to assist at risk children and their families. The Child Labour Monitoring systems established by the project (see 2.4) will ensure that all children withdrawn or prevented from entering worst forms of child labour are subject to regular monitoring, with a view to ensuring their permanent removal from exploitative and/or hazardous work.

The following table summarizes the number of direct beneficiaries of the project.

	Non-formal or basic literacy education provided by project			Vocational, pre-vocational or skills training provided by project			Referral only to formal education system			Subtotal educational and training services		
	(Cat. 1)			(Cat. 2)			(Cat. 3)			(4 = 1+2+3)		
	M	F	T	M	F	T	M	F	T	M	F	T
Total Direct Beneficiaries	2,790	1,370	4,160	3,360	1,500	4,860	2,480	1,210	3,690	8,630	4,080	12,710
Of which												
Withdrawn	515	195	710	1085	460	1545	425	70	495	2025	725	2750
Prevented	2,275	1,175	3,450	2,275	1,040	3,315	2,055	1,140	3,195	6,605	3,355	9,960

	Other services (excluding education and training)			Total		
	(5)			(6 = 4+5)		
	M	F	T	M	F	T
Total Direct Beneficiaries	10,690	8,050	18,740	19,320	12,130	31,450
Of which						
Withdrawn	2,100	250	2,350	4,125	975	5,100
Prevented	8,590	7,800	16,390	15,195	11,155	26,350

The project will also benefit 7,500 families in the targeted communities, that will receive the following services from the project – income generation (excluding revolving funds), formation of

parents' groups and community organization, information and orientation on child labour, medical check-ups, and skills training.

3.3 Indirect beneficiaries

In addition to helping a large group of direct beneficiaries the activities of the project will also reach and assist many others. A key strategy of the project is to strengthen the enabling environment; through promoting child labour sensitive policies and programmes, improving the knowledge base, strengthening the legal environment and enforcement, increasing awareness, and developing the capacity of stakeholders. These interventions, at national and local level, will benefit large numbers of children.

The targeted interventions have a strong element of community mobilization. By reaching out to communities, schools, parents associations, non governmental groups, religious organizations and other bodies the project seeks to build a critical mass of stakeholders, whose support for tackling the worst forms of child labour can help ensure a strong multiplier effect.

3.4 Direct recipients

The project's direct recipients are the staff and others involved with organizations that receive support and benefits from the project to enable them to carry out activities against child labour. This will include government officials at national, provincial, and district levels, workers and employers organizations, non-governmental organizations and other groups.

3.5 Targets for Impact of ILO Project of Support

The absence of reliable statistical data on the numbers of children involved in the worst forms of child labour makes it relatively difficult to set detailed targets for eliminating child labour. However in the provinces and target sectors to be covered by the project of support, an estimate based on the findings of the Rapid Assessments can be made of the numbers involved, and the likely impact of project activity. (Table 5)

Table 5: Targets for elimination of worst forms of child labour in areas covered by the project

Sector	Number involved in WFCL in provinces covered by the project			
	Best estimate of at the beginning of the project	Target after 5 years	Target after 10 years	Target after 20 years
Trafficking of Children for Prostitution: West, Central and East Java	21,500	17,200	10,750	0
Sale, production and trafficking of drugs: Jakarta	15,000	14,000	10,000	0
Mining: East Kalimantan	10,000	7,000	0	0
Informal Footwear Production: West Java	9,000	1,000	0	0
Deep sea fishing: North Sumatra	7,157	1,000	0	0
Total	62,657	30,200	20,750	0

4. *Immediate Objectives, Outputs and Activities*

4.1 Strategic Programme Frameworks

As part of the support to the initial development of National time bound Action Programme called for in the National Action Plan, ILO-IPEC conducted a workshop with stakeholders in July 2003. The workshop utilized the Strategic Programme Impact Framework (SPIF) methodology to produce a ***Country (Strategic Programme) Framework*** as the overall programme framework for the NAP/TBP to further develop and to identify required Areas of Impact, which will contribute to tackling the worst forms of child labour. As targeted interventions are implemented, it is intended to have further planning activities using the SPIF approach, which would develop provincial and local versions of the Country Framework and specific Area of Impact Frameworks for each intervention in each local area.

Figure 1 in chapter 1 shows the Country Framework. Figure 2 shows how the objectives and outputs of the proposed Project of Support are within the Country Framework, in particular by focusing on the linkages and synergies. Figure 3 shows the Programme Framework for the Project of Support, focusing on the links between immediate objectives and outputs.

FIGURE 2: COUNTRY LEVEL FRAMEWORK – AND OBJECTIVES OF ILO-IPEC PROJECT OF SUPPORT

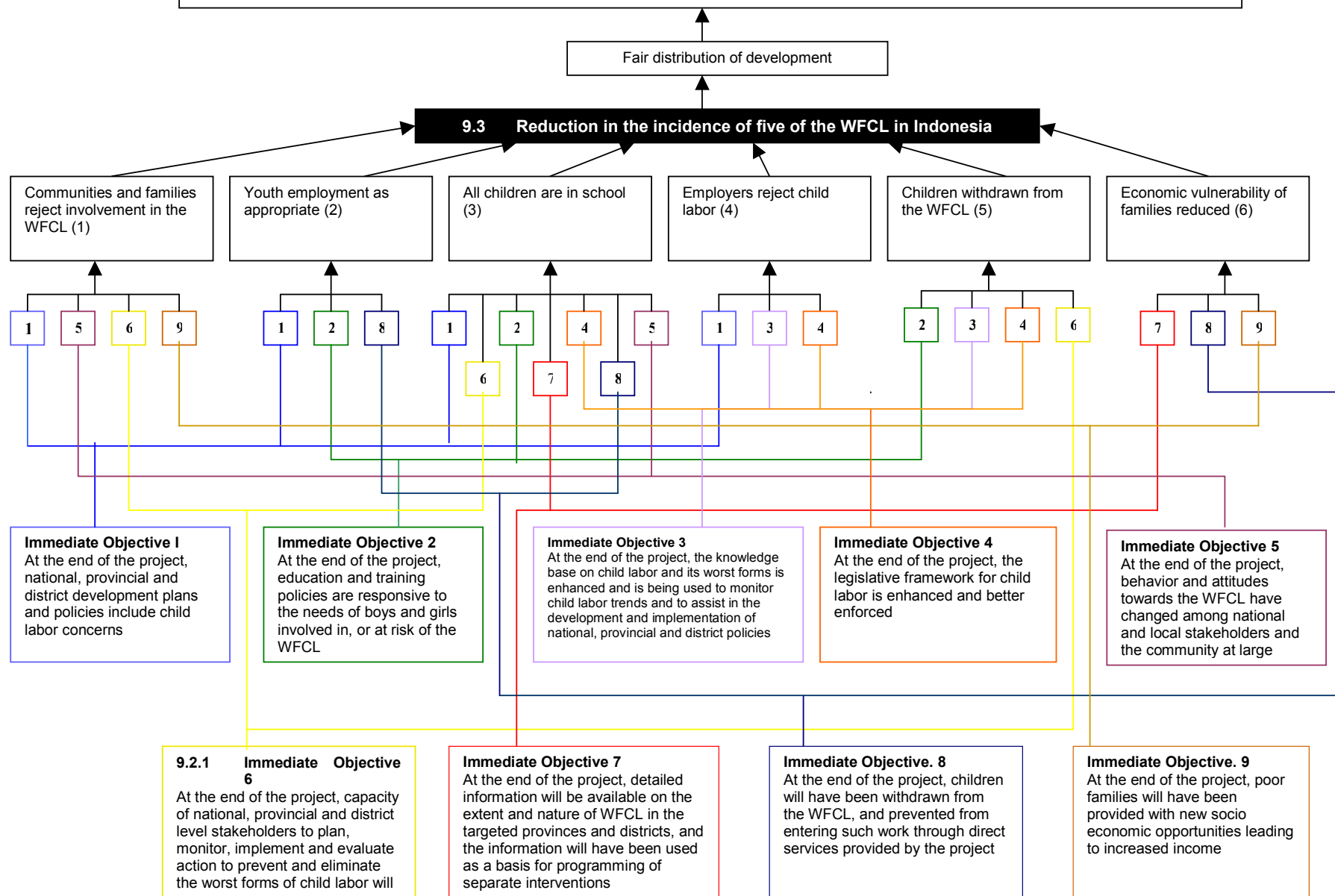
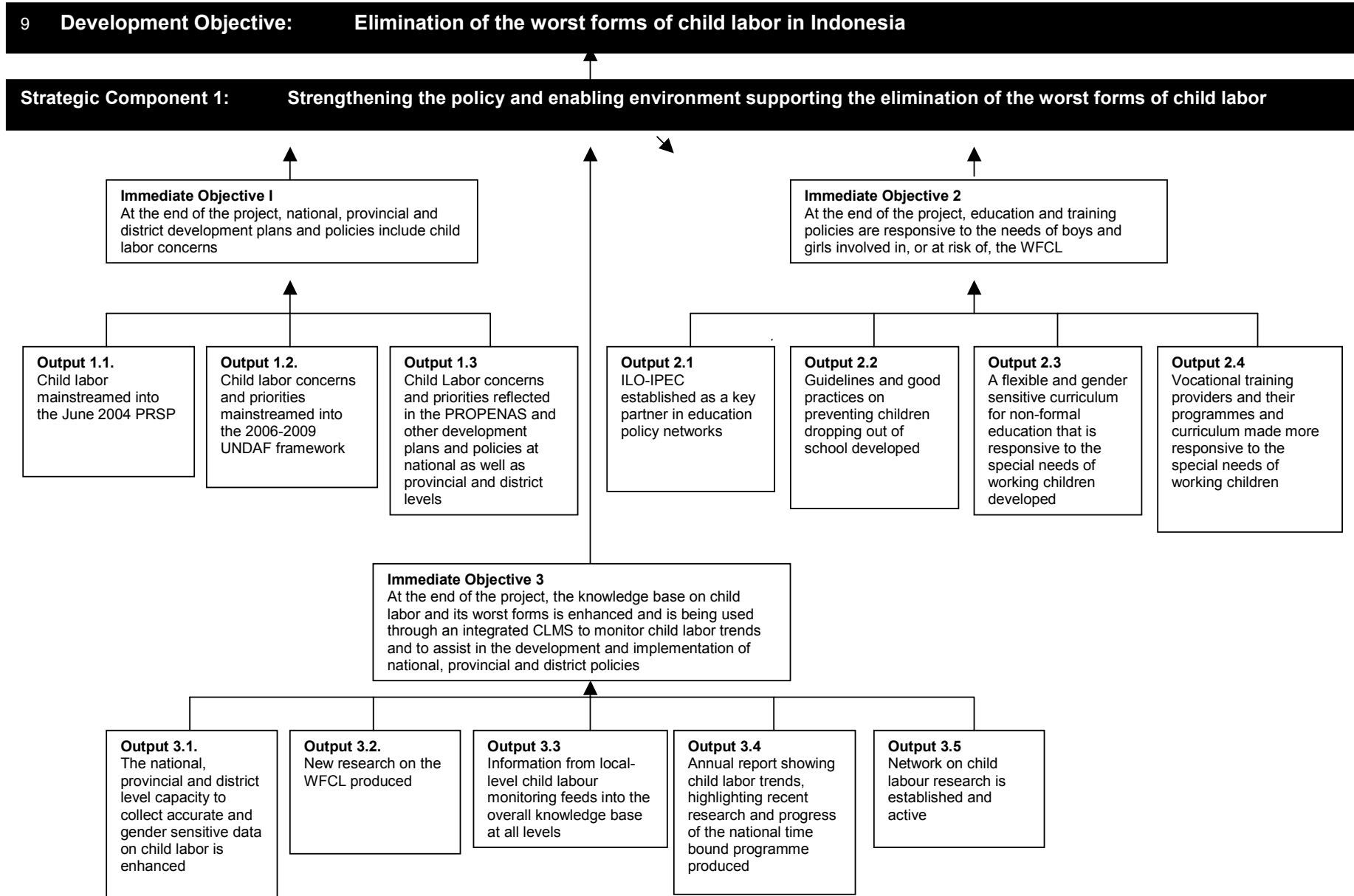


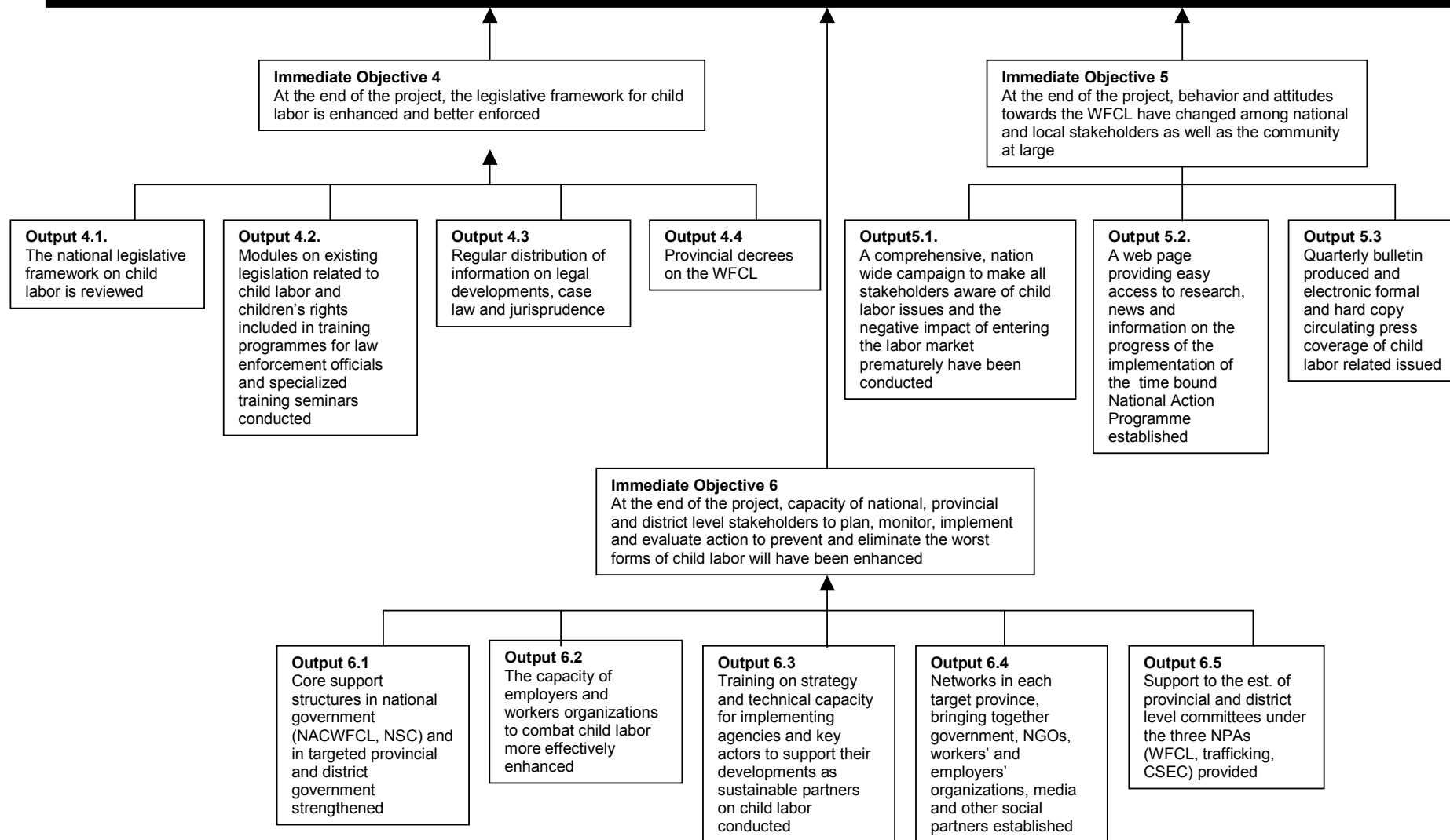
FIGURE 3: PROGRAMME FRAMEWORK



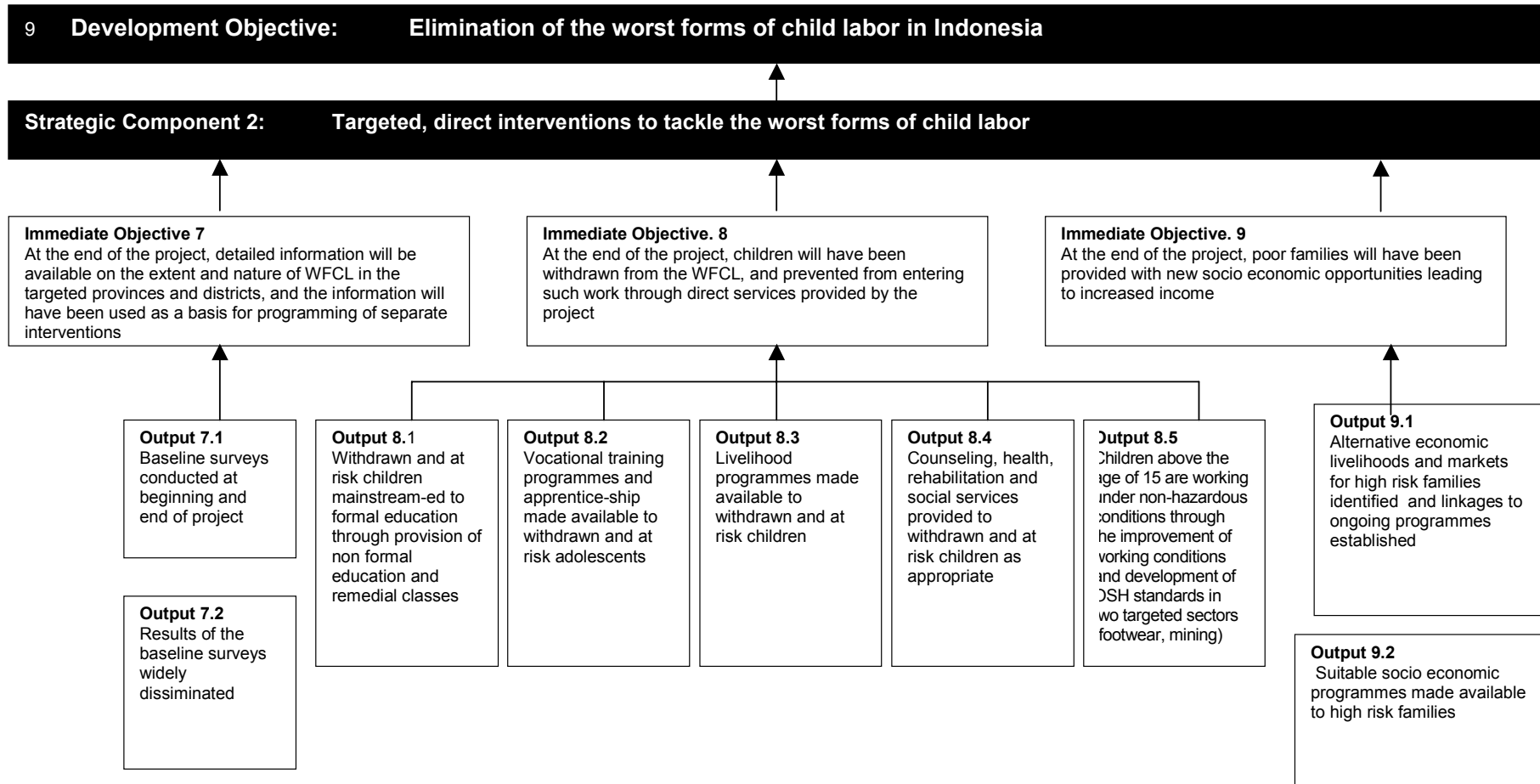
PROGRAMME FRAMEWORK cont.

9 Development Objective: Elimination of the worst forms of child labor in Indonesia

Strategic Component 1: Strengthening the policy and enabling environment supporting the elimination of the worst forms of child labor



PROGRAMME FRAMEWORK cont.



4.2 IMMEDIATE OBJECTIVES-OUTPUTS-ACTIVITIES

Development Objective:	Elimination of the worst forms of child labour in Indonesia
Strategic Component 1:	Strengthening the policy and enabling environment supporting the elimination of the worst forms of child labour

IMMEDIATE OBJECTIVE	OUTPUTS	MAIN ACTIVITIES
1. National, provincial and district development plans and policies include child labour concerns	1.1 Child labour mainstreamed into the June 2004 PRSP	1.1.1 Review the existing I-PRSP
		1.1.2 Collaborate with the ILO Jakarta AO to ensure that child labour concerns are included in the ILO technical submission to the PRSP working group
		1.1.3 Develop a technical paper on child labour
		1.1.4 Provide technical assistance for an effective inclusion of child labour as an indicator
	1.2 Child labour concerns and priorities mainstreamed into the 2006-2009 UNDAF framework	1.2.1 Support ILO participation in the regular UNDAF working group meetings
		1.2.2 Provide technical assistance on how child labour concerns and priorities can best be reflected in UNDAF strategic papers
	1.3 Child labour concerns and priorities reflected in the PROPENAS and other development plans and policies at national as well as provincial and district levels	1.3.1 Identify and map development and social plans and policies in the targeted regencies and provinces and the national level
		1.3.2 Hold discussion meetings with relevant government departments, Parliamentarians, civil society, NGOs, other UN agencies and international organizations to identify ways and concrete recommendations for incorporating child labour concerns into policies and programmes. This will include appropriate use of the SPIF methodology.
		1.3.3 Provide technical assistance as necessary

IMMEDIATE OBJECTIVE	OUTPUTS	MAIN ACTIVITIES
2. Education and training policies are responsive to the needs of boys and girls involved in, or at risk of, the WFCL	2.1 ILO-IPEC established as a key partner in education policy networks	2.1.1 Strengthened networking with international and national organizations involved in <ul style="list-style-type: none"> • Education For All campaign • Non Formal education • Vocational training
		2.1.2 Provide technical inputs for drafting specific proposals that are aimed at ensuring that education programmes and policies become more responsive to the needs of children at risk of the WFCL
	2.2 Guidelines and good practices on preventing children dropping out of school developed	2.2.1 Review and field test existing ILO-IPEC materials and studies and identify gaps
		2.2.2 Undertake ad-hoc studies as needed (for example on identification of and monitoring of children at high risk of dropping out of school; cost effectiveness of keeping children in school)
		2.2.3 Develop and finalize the guidelines
		2.2.4 Conduct orientation and training programmes for officials of the department of education at national as well as provincial and district level
		2.2.5 Include a module on ways of detecting possible drop-outs and preventive steps, in the curriculum used in teacher training
	2.3 A flexible and gender sensitive curriculum for non-formal education that is responsive to the special needs of working children developed	2.3.1 Review and assess previous activities by the ILO-IPEC in this area
		2.3.2 Review and assess the existing curriculum and training materials used for non-formal education as well as 'open junior high schools'
		2.3.3 Organise curriculum and material development workshops for education planners, policy makers and implementers
		2.3.4 Validate and pilot-test these tools through pilots in the geographical areas targeted for direct action
		2.3.5 Finalize the tools and curriculum and disseminate to all relevant stakeholders
		2.3.6 Establish working group to support work on non formal education and vocational training
	2.4 Vocational training providers and their programmes and curriculum made more responsive to the special needs of working children	2.4.1 Identify and map the main vocational training providers and assess their respective strength and weaknesses
		2.4.2 Develop background materials on child labour and vocational training and initiate policy dialogue
		2.4.3 Provide technical assistance to make curriculum and materials more flexible and responsive to the needs of working children
		2.4.4 Validate and pilot-test these tools through pilots in the geographical areas targeted for direct action
		2.4.5 Finalize the tools and curriculum and disseminate to all relevant stakeholders

IMMEDIATE OBJECTIVE	OUTPUTS	MAIN ACTIVITIES
3. The knowledge base on child labour and its worst forms is enhanced and is being used through an integrated CLMS to monitor child labour trends and to assist in the development and implementation of national, provincial and district policies	3.1 The national, provincial and district level capacity to collect accurate and gender sensitive data on child labour is enhanced	3.1.1 Identify the current actors providing data relevant to child labour at national as well as local levels (CBS, Ministry of Education etc)
		3.1.2 Assess their information collection methods and tools and identify weaknesses and gaps related to child labour
		3.1.3 Establish forum to discuss with CBS, Ministry of Education etc. on how to improve the data collection methods (including lower the age limits in the CBS labour force studied from 14 to 5 years of age)
		3.1.4 Provide technical assistance to CBS, Ministry of Education etc. to improve national data collection (such as develop specific modules on child labour), drawing on technical support from ILO SIMPOC
	3.2 Applicable research on the WFCL available	3.2.1 Review existing OSH studies on fishing, footwear and mining
		3.2.2 Conduct complementary research as needed, particularly related to fishing and mining
	3.3 Information from local-level child labour monitoring feeds into the overall knowledge base and CLMS at all levels	3.3.1 Study the current child labour monitoring approaches and explore how these can be mainstreamed and integrated with official services to form a comprehensive CLMS and be extended to cover areas where the five targeted sectors are concentrated.
		3.3.2 Based on above assessment, develop and implement child labour monitoring models that are reliable and effective in generating information from the selected geographical areas
		3.3.3 Develop a child labour monitoring database linking the national and the local data to provide a comprehensive picture of the changes in the child labour situation in Indonesia
	3.4 Annual report showing child labour trends, highlighting recent research and progress of the NAP/TBP produced	3.4.1 Develop and agree on the content and main outline of the report with the NACWFCL
		3.4.2 Prepare articles and compile reports as well as data sets in collaboration with the NACWFCL
		3.4.3 Develop national distribution list for key stakeholders
		3.4.4 Finalize and print the report
		3.4.5 Launch the report through an annual press gathering and seminar
	3.5 Network on child labour research is established and operational	3.5.1 Network with universities and conduct ad-hoc presentations on child labour in order to increase the interest from researchers and students on child labour issues
		3.5.2 Develop network of research bodies who can assist with quality research on the worst forms of child labour and especially research on occupational hazards of children

IMMEDIATE OBJECTIVE	OUTPUTS	MAIN ACTIVITIES
4. The legislative framework for child labour is enhanced and better enforced	4.1 The national legislative framework on child labour is reviewed	4.1.1 Participate and provide technical inputs to existing forum on child labour related legislation (such as the drafting committee on the (anti) trafficking bill) as appropriate
		4.1.2 Conduct comprehensive review on the existing national and provincial legislative framework on child labour
	4.2 Modules on existing legislation related to child labour and children's rights (such as ILO C. 138 and 182, Manpower Act, Child Protection Law, new Trafficking Bill etc.) included in training programmes for law enforcement officials and specialized training seminars conducted	4.2.1 Identify the main training providers for labour inspectors, judges, prosecutors, police, child welfare officers and other legal enforcement officials and identify training needs related to child labour
		4.2.2 Develop modules on existing legislation related to child labour and children's rights to be inserted in existing training programmes for law enforcement officials, based on needs assessment
		4.2.3 Develop a flexible training package on the legislative framework on child labour that can be used for various audiences (members of the civil society, NGOs, workers and employers, formal and informal community leader, working children and their families etc.).
		4.2.4 Develop and deliver training packages, targeting law enforcement officials in particular, including post assessment of result of training
	4.3 Regular distribution of information on legal developments, case law and jurisprudence	4.3.1 Systematic collection of information on legal developments, case law and jurisprudence
		4.3.2 Build networking with relevant lawyers/academics to promote positive approach to children's rights
	4.4 Support creation and dissemination of provincial decrees on the WFCL	4.4.1 Support the establishment of drafting teams at the provincial level to develop draft provincial decrees to be discussed in the local parliaments
		4.4.2 Provide technical assistance to the drafting teams as required
		4.4.3 When the decrees have been signed into law facilitate the socialization process of the decrees to all stakeholders as well as to the wider community

IMMEDIATE OBJECTIVE	OUTPUTS	MAIN ACTIVITIES
5. Behaviour and attitudes towards the WFCL have changed among national, provincial and district level stakeholders as well as the community at large	5.1 A comprehensive, nation wide campaign to make all stakeholders (including parliamentary and government structures, workers, employers, NGOs, formal and informal community leaders, working and at risk children and their families etc.) aware of child labour issues and the negative impact of entering the labour market prematurely have been conducted	5.1.1 Conduct a child labour attitude and opinion survey at the national level and in the targeted provinces to assess the need for and content of appropriate and targeted awareness and advocacy interventions at the start of the project and complete a post campaign survey at the end to assess impact.
		5.1.2 Create a coordinated national advocacy and awareness raising action plan together with the NACWFCL
		5.1.3 Design and organise gender sensitive advocacy, awareness raising and educational campaigns (using TV documentaries, radio broadcasters, posters, pamphlets, studies, information kits, etc.) on the basis of new research and focussing on the WFCL
		5.1.4 Work with ILO Jakarta Media Officer to develop media strategies, linked to the advocacy and awareness raising action plan, for the national level as well as separate strategies for the five sectoral programmes
		5.1.5 Develop campaign materials and publications linked with the overall advocacy/awareness raising and media strategy including films and a photo library on child labour in the five targeted sectors
		5.1.6 Establish an effective media monitoring strategy on child labour
		5.1.7 Develop and disseminate guidelines to key stakeholders on how to obtain local media coverage of child labour issues
		5.1.8 Identify and mobilize key decision/opinion makers and celebrities to support anti-child labour activities
		5.1.9 Promote child participation and child advocacy on child labour through public events and activities for school children
	5.2 A web-page providing easy access to research, news and information on the progress of the implementation of the NAP/TBP established	5.2.1 Establish an informal working group with the NACWFCL, ILO-IPEC and the media/information officer of ILO Jakarta to agree on the development of the website
		5.2.2 Finalize the website
		5.2.3 Regular updating to ensure effective operation
	5.3 Quarterly bulletin produced in electronic format and hard copy circulating press coverage of child labour related issues	5.3.1 Collect press reports on national and provincial level systematically
		5.3.2 Develop an email database for key stakeholders

IMMEDIATE OBJECTIVE	OUTPUTS	MAIN ACTIVITIES
6. The capacity of national, provincial and district level stakeholders to plan, monitor, implement and evaluate action to prevent and eliminate the worst forms of child labour will have been enhanced	6.1 Core support structures in national government (NACWFCL, NSC) and in targeted provincial and district government strengthened	6.1.1 Provide support for developing technical capacity within national, provincial and district governments
		6.1.2 Facilitate field visits and exchange programmes to increase understanding of targeted interventions and to spread best practice
		6.1.3 Training programmes on basic issues relating to child labour and the new legal framework (for all partners) based on needs assessment
		6.1.4 Structures established to promote information-sharing on child workers and at-risk children among concerned ministries and departments
		6.1.5 Basic Orientation on Child Labour Monitoring provided and monitoring teams organized and trained in conjunction with the labour inspectorate
	6.2 The capacity of employers and workers organisations to combat child labour more effectively enhanced	6.2.1 Review existing training kits on child labour for workers' and employers' and adopt to the Indonesian context if needed
		6.2.2 Conduct workshops with workers' and employers' to increase awareness of, and discuss their roles in the national programme on the elimination of the WFCL and agree on agendas for action
		6.2.3 Develop pilot projects for implementation
	6.3 Training on strategy and technical capacity for implementing agencies and key actors to support their development as sustainable partners on child labour conducted	6.3.1 Identify areas where capacity building is needed
		6.3.2 Prepare training materials and training courses
		6.3.3 Organise training courses
		6.3.4 Use existing training programmes on design, monitoring and evaluation of child labour action programmes for key partners and potential partners
	6.4 Networks in each target province, bringing together government, NGOs, workers' and employers' organizations, media and other social partners established	6.4.1 Prepare an inventory list of agencies and the services available
		6.4.2 Support for development of provincial networks and ongoing support
		6.4.3 Discuss and agree on the mechanism where various agencies can coordinate their activities
	6.5 Support to the establishment of provincial and district level committees under the three NPAs (WFCL, trafficking and CSEC) provided	6.5.1 Establish a national working group (including the Ministry of Manpower and Transmigration and the Ministry for Women's Empowerment, civil society representatives, NGOs and relevant UN agencies) to consider the coordination of the national committees established under the three NPAs.
		6.5.2 Identify and agree on the overlapping components under the three NPAs
		6.5.3 Provide technical assistance to the working group to develop guidelines to the provincial and district governments on how to best establish the local level action committees as required under the NPAs
		6.5.4 Provide technical assistance to the provincial and district level action committees on the establishment of local level action plans on the elimination of the WFCL
		6.5.5 Provide technical assistance to the NACWFCL on the establishment of monitoring and evaluation mechanisms as required under the NPAWFCL

Strategic Component 2:
Targeted, direct interventions to tackle the worst forms of child labour

IMMEDIATE OBJECTIVE	OUTPUTS	MAIN ACTIVITIES
7. Detailed information will be available on the extent and nature of the WFCL in the targeted provinces and districts, and the information will have been used as a basis for programming of separate interventions	7.1 Base line surveys conducted at beginning and end of project	7.1.1 Identify research institutions and develop TOR and a research toolkit 7.1.2 Convene stakeholder consultations at the beginning of the research 7.1.3. Carry out the survey
	7.2 Results of the baseline survey have been widely disseminated to all parties concerned	7.2.1 Convene mid-way stakeholder meeting to share preliminary findings and receive feedback 7.2.2 Finalize reports and disseminate findings to all stakeholders through workshops, NSCs
8. Children will have been withdrawn from the worst forms of child labour, and prevented from entering such work through direct services provided by the project	8.1 Withdrawn and at risk children mainstreamed to formal education through provision of non formal education and remedial classes	8.1.1 Identify children responsive to non formal education and remedial classes 8.1.2 Asses the capacity of existing non formal and remedial education centres and identify suitable partner organisations 8.1.3 Work with partners to develop suitable packages and review the existing teaching methodologies 8.1.4 Provide training to the teachers and management staff 8.1.5 Deliver the non formal education and transitional education services according to national standards and professional recommendations 8.1.6 Ensure linkages between the non formal education providers and the formal education centres to ensure reintegration to the formal school system
	8.2 Vocational training programmes and apprenticeships made available to withdrawn and at risk adolescents	8.2.1 Identify children responsive to vocational training 8.2.2 Asses the capacity of existing vocational training providers and their capacity to provide quality apprenticeship programmes to identify suitable partner organisations 8.2.3 Facilitate the conduct of market assessment studies and ensure that curriculum are developed based on the findings 8.2.4 Ensure that girls have access to vocational training programmes responsive to their needs 8.2.5 Work with partners to develop suitable training packages and review the existing teaching methodologies 8.2.5 Deliver the vocational training and apprenticeship schemes according to national standards and professional recommendations, including assessment of results of training
	8.3 Livelihood programmes made available to withdrawn and at risk children	8.3.1 Identify children responsive to livelihood programmes 8.3.2 Identify and map agencies providing relevant services and assess their strengths and weaknesses 8.3.3 Facilitate the conduct of market assessment studies, identify potential markets

		8.3.4	Develop livelihood programmes responsive to the specific needs of the respective geographical areas and the capacity of the targeted children
	8.4	Counselling, health, rehabilitation and social services provided to withdrawn and at risk children as appropriate	8.4.1 Identify and map existing service providers and review the existing capacity and identify the training needs among different levels of staff 8.4.2 Train centre management and staff in case-management with a focus on child participation and the development of individual rehabilitation/ reintegration plans when needed 8.4.3 Analyse the feasibility and provide support to development of model rehabilitation centres
	8.5	Children above the age of 15 are working under non-hazardous conditions through the improvement of working conditions and development of OSH standards in three targeted sectors (footwear, fishing and mining)	8.5.1 Establish a working group on OSH 8.5.2 Review existing studies and conduct complementary studies on the hazards exposed to children working in the three sectors and what stages of production that is acceptable (i.e. non-hazardous) to children above the age of 15 as well as provide recommendations on what measures needs to be implemented to eliminate the hazards 8.5.3 Adapt and develop as appropriate training and advocacy materials (such as PATRIS manuals, posters identifying and listing safe work practices, videos on OSH, material safety data sheets on the most frequently used chemical materials etc.) tailor-made for the sectors on how to eliminate hazards and improve working conditions 8.5.4 Conduct serial training workshops on OSH related issues such as WISE and PATRIS trainings for labour inspectors, employers, workers, and community monitoring groups 8.5.5 Disseminate information on OSH and its effects to the wide community through the establishment of community based OSH committee 8.5.6 Facilitate establishment of 'model' workplaces that can serve as good practices on low-cost ways to improve working conditions and improve productivity 8.5.7 Follow-up with Ministry of Manpower and Transmigration and Ministry of Health on possible measures to institute a proper chemical labelling practice 8.5.8 Network with UNIDO re use of mercury
9.	Poor families will have been provided with new socio economic opportunities leading to increased income	9.1	Alternative economic livelihoods and markets for high risk families identified and linkages to ongoing programmes established
		9.2	Suitable socio economic programmes made available to high risk families
		9.1.1	Undertake market feasibility studies, map existing employment and income generation schemes and assess gender appropriateness
		9.1.2	Establish partnership with providers of relevant socio economic services, including micro finance providers
		9.2.1	Convene meetings with concerned agencies and community leaders and consult them about the programme strategies, their role and possible contribution from the communities
		9.2.2	Develop income generation programmes based on the specific situations in the respective target areas (using for example the SIYB model or other financial mechanisms) and involve local entrepreneurs/employers
		9.2.3	Identify the most vulnerable families in collaboration with local authorities
		9.2.4	Establish partnership with micro finance providers

4.3 Immediate objective, indicators and means of verification

Development Objective:		Elimination of the worst forms of child labour in Indonesia
Strategic Component 1:	Strengthening the policy and enabling environment supporting the elimination of the worst forms of child labour	
IMMEDIATE OBJECTIVE	INDICATORS	MEANS OF VERIFICATION
1. National, provincial and district development plans and policies include child labour concerns	<ul style="list-style-type: none"> Number of development plans – at national, provincial and district level – that identify child labour as a priority or use child labour related indicators Number of new programme initiatives addressing working or at risk children and their families 	<p>Reviews of PRSP, UNDAF, PROPENAS, PROPEDA and other policy and development frameworks</p> <p>Information generated from NAP/TBP monitoring system and the project database on new projects targeting children</p>
2. Education and training policies are responsive to the needs of boys and girls involved in, or at risk of, the WFCL	<ul style="list-style-type: none"> Progress towards national targets for participation in school, linked with MDG targets References to working children and children at risk in new or revised educational policies and plans Number of schools using models to identify children of risk of dropping out as a mean to keep them in school Number of schools and vocational training centres where new curricula are used 	<p>Information from Ministry of Education and other monitoring of MDGs</p> <p>Review of educational policies and plans</p> <p>Reports from Ministry of Education</p> <p>Reports from Ministry of Education and Ministry of Manpower and Transmigration</p>
3. The knowledge base on child labour and its worst forms is enhanced and is being used to monitor child labour trends and to assist in the development and implementation of national, provincial and district policies	<ul style="list-style-type: none"> Quality and accessibility of data and other information on child labour The new information is used as a basis when formulating and monitoring national and regional policies Child labour monitoring models are effective and generates reliable data Increase in published and unpublished research on child labour from universities and research institutes 	<p>Qualitative assessment of data produced by BPS and Ministry of Education</p> <p>Information from national and regional policy makers</p> <p>Qualitative assessment of monitoring approaches and results</p> <p>Information generated from programme database on new research and number of new materials available</p>
4. The legislative framework for child labour is enhanced and better enforced	<ul style="list-style-type: none"> Number of standardised training programmes for law enforcers that includes a module on child labour Number of violations of child labour legislation recorded Number of provinces that sign decrees on the WFCL into laws 	<p>Information from training providers</p> <p>Information from Depnakertrans, Police registers, Attorney General's office and from NGOs.</p> <p>Monitoring database</p>

IMMEDIATE OBJECTIVE	INDICATORS	MEANS OF VERIFICATION
5. Behaviour and attitudes towards the WFCL have changed among national, provincial and district level stakeholders as well as the community at large	<ul style="list-style-type: none"> Changes in behaviours and attitudes towards the WFCL among national as well as local stakeholders and the community at large Number of groups that independently start to address issues related to the combat of hazardous child labour Extent of activity on WFCL by key stakeholders 	<p>Behaviour and attitude surveys (pre- and post assessments)</p> <p>Information from project monitoring</p> <p>Information from project monitoring</p>
6. , The capacity of national, provincial and district level stakeholders to plan, monitor, implement and evaluate action to prevent and eliminate the worst forms of child labour will have been enhanced	<ul style="list-style-type: none"> The capacity of the NACWFCL, NSC and local level government and social partners to better implement, monitor and evaluate child labour programmes has increased Number of new programmes, projects and interventions started by trained partners as part of the NAP/TBP The number and percentage of targeted workplaces that are regularly inspected and/or monitored Increased monitoring of WFCL outside the workplace The number of integrated monitoring teams Effectiveness of integrated monitoring teams The number of documentation system that includes both workplace and school surveillance The number of activities undertaken and /or agreements for participation in and support to the programme from governmental agencies, trade unions and employers' organizations, at national, provincial and district levels Number of provincial and district level committees on the WFCL 	<p>Pre- and post assessments</p> <p>NAP/TBP monitoring system</p> <p>Reports from labour inspectors and/or child labour monitoring groups</p> <p>Information from social welfare offices</p> <p>Project files</p> <p>Qualitative review of the work of the teams</p> <p>Project files</p> <p>Information generated from programme database on new projects targeting children; agreements available</p> <p>Reports from provincial and district offices</p>

Strategic Component 2:		Targeted, direct interventions to tackle the worst forms of child labour
IMMEDIATE OBJECTIVE	INDICATORS	MEANS OF VERIFICATION
7. Detailed information will be available on the extent and nature of the WFCL in the targeted provinces and districts, and the information will have been used as a basis for programming of separate interventions	<ul style="list-style-type: none"> The quality and accuracy of baseline surveys The new information is used as a basis for programming of separate programme components/action programmes 	<p>Assessment of programme team Project files; qualitative assessment; NAP/TBP monitoring system</p>
8. Children will have been withdrawn from the worst forms of child labour, and prevented from entering such work through direct services provided by the project	<ul style="list-style-type: none"> The number of working children and children at risk: <ul style="list-style-type: none"> - withdrawn from WFCL - prevented from entering WFCL Working children and children at risk receiving different types of services under the social protection programme: <ul style="list-style-type: none"> - <u>NFE</u> (number of participants as well as the percentage who are mainstreamed to formal education) - <u>Vocational training</u> (number of participants as well as the percentage of children who take up employment in the area he/she has been trained for) - <u>Livelihood programmes</u> (number of participants as well as the percentage of participants who gain an acceptable income from the schemes) - <u>Counselling, health and rehabilitation services</u> (number of participants as well as the percentage of children who have been successfully reintegrated in their home communities) - <u>Improved working conditions</u> (number of workplaces adopting hazards elimination schemes; and the number of children above the age of 15 who are working under non-hazardous conditions) 	<p>Child labour monitoring</p> <p>Records from the implementing agencies as part of action programme level project monitoring systems</p>
9. Poor families will have been provided with new socio economic opportunities leading to increased income	<ul style="list-style-type: none"> Number of participating households in programme activities The percentage of participating households that have improved their income and ensured a sustainable alternative income Number of children from targeted families that no longer work 	<p>Records from the implementing agencies as part of action programme level project monitoring systems</p> <p>Records from the implementing agencies as part of action programme level project monitoring systems</p> <p>Child Labour Monitoring System</p>

4.4 Immediate objectives and assumptions

IMMEDIATE OBJECTIVE	ASSUMPTIONS (External Factor)	LIKELIHOOD OF OCCURING	INDICATOR FOR FOLLOWING OCCURRENCE OF ASSUMPTION
I/O 1: National, provincial and district development plans and policies include child labour concerns	The elimination of worst forms of child labour remains a priority at national level and receives increased support at provincial and district levels	There is increased support for such steps and examples of good national and local initiatives	Child labour concerns reflected in development plans and policies Assessment of NAP/TBP process
I/O 2: Education and training policies are responsive to the needs of boys and girls involved in or at risk of WFCL	Progress towards Education for All targets (which includes non formal education) and education targets in MDGs is maintained	There is a national commitment to EFA and MDG targets	Data from Ministry of Education and other data relating to progress on MDGs NAP/TBP monitoring system
I/O 3: The knowledge base on child labour and its worst forms is enhanced and is being used to monitor child labour trends and to assist in the development and implementation of national, provincial and district policies	The Central Bureau of Statistics and Ministry of Education take steps to ensure availability of child labour sensitive data, produced on a regular basis	CBS have previously been prepared to cooperate on pilot projects on child labour and should be an important partner in the work of the National Action Committee. If child labour is included as an indicator in the PRSP, resources will be available from national government to verify the indicator through data collection	Availability of data
I/O 4: The legislative framework for child labour is enhanced and better enforced	Enforcement agencies (some of which are not traditional ILO partners), respond positively to training and collaboration on child labour	The changes taking place in the legal framework provide good scope for this work	Data reflecting enforcement of laws
I/O 5: Behaviour and attitudes towards WFCL has changed among national, provincial and district level stakeholders, as well as the community at large	Stakeholders and the public respond positively to key campaign messages and project activities	ILO-IPEC experience in Indonesia has shown that behavioural change can be achieved through well targeted project work	Decline in worst forms of child labour and increased activity on child labour by stakeholders
I/O 6: The capacity of national, provincial and district level stakeholders to plan, monitor, implement and evaluate action to prevent and eliminate the worst forms of child labour will have been enhanced	Stakeholders remain committed to participate effectively in tackling the WFCL, and new stakeholders become involved	The work of the project will seek to build on commitments in the NAP to strategically build stakeholder capacity	Quality and extent of activity by stakeholders has increased
I/O 7: Detailed information will be available on the extent and nature of WFCL in the targeted provinces and districts and the information will have been used as a basis for programming of separate interventions	The support of communities is secured for collection of data on the worst forms of child labour	The project's emphasis on the importance of data collection through the establishment of child labour monitoring models will help to achieve progress	Availability of base line data

I/O 8: At the end of the project, children will have been withdrawn from the worst forms of child labour, and prevented from entering such work through direct services provided by the project	The availability of suitable service providers is secured in often remote areas	It is not always easy to identify suitable service providers but existing ILO-IPEC experience and contacts will assist in developing relationships with service providers	Services being provided
I/O 9: Poor families will have been provided with new socio-economic opportunities leading to increased income	The availability of suitable service providers is secured in often remote areas	Proper preparation and an approach sensitive to the local situation will be important to gain support of poor families and local communities.	Services being provided

5. Institutional Framework and Management

5.1 Institutional Framework

The National Action Committee for the elimination of the worst forms of child labour will be responsible for the overall guidance on the priorities of the project and the way in which it can support delivery of Indonesia's National Action Plan and the time bound National Action Programme (NAP/TBP) to be further developed.

The membership of the National Action Committee consists of some 40 representatives, coming from a wide range of government Ministries, social partners, and NGOs. To assist the practical implementation of the Committee's work a core team has been established which includes representatives of the:

- Ministry Of Manpower and Transmigration
- Ministry of Home Affairs
- Ministry of National Education
- National Development Planning Body
- Ministry of Women's Empowerment
- Central Bureau of Statistics
- Ministry of Social Affairs
- Indonesian Police Headquarters
- Employers representative
- Trade Union representative
- NGO representative
- Indonesian Child Welfare Foundation

There will be a need to assist the development of the core support Child Labour Unit already established within the Directorate of Women's and Children's Inspection, Ministry of Manpower and Transmigration²², in order that staff involved can concentrate on delivery of the National Action Plan and time bound National Action Programme.

Given the autonomy now exercised by Provincial and District level government structures it will also be important for the project to support strengthening of structures at that level. Action Committees are in the process of being established in certain areas. Committees have already been formed in North Sumatra and East Java, and it is anticipated that others will be formed. At the provincial level these committees will coordinate action against child labour and provide an important forum for disseminating the experience gained in tackling the worst forms of child labour. At the national stakeholders consultation in July 2003 the Minister of Manpower and Transmigration urged the formation of such committees at the local level.

5.2 Management and coordination

A project team will be appointed by ILO-IPEC to be responsible for implementation of the project. The team will consist of one Chief Technical Adviser, one Senior National Project Officer, one National Project Officer, one Project Administrator/Secretary and one Finance Assistant. In addition four regional project coordinators will manage delivery of targeted interventions. Apart from the central office in Jakarta three external offices will be set-up in East Kalimantan, North Sumatra (Medan), and West Java (Bogor).

The CTA will be responsible for the overall management and direction of the project. The CTA will lead and supervise the project team and will coordinate the work of the project with other ILO activities and programmes.

²² IPEC has never provided direct support to the establishment of a CLU but worked together with the sub-directorate on Women and Children. The Sub directorate was recently upgraded to the Directorate level and performs the functions of a Child Labour Unit (CLU).

Administrative and managerial reporting will be to the Director of the ILO Jakarta Office and technically to IPEC Headquarters and the MDT Child Labour Specialist in Bangkok. IPEC Headquarters will also provide technical support.

The Senior National Programme Officer will work with the CTA in project planning and implementation, and will play a key role in liaison with the National Committee and the Indonesian government.

The National Project Officer will provide specialist technical assistance, particularly in research, education and training, and will provide ongoing support to field staff. The National Project Officer will also have responsibility for one of the sectors covered by the targeted interventions. The project staff will undertake regular visits to project sites to assist in project start up, delivery and monitoring.

At the provincial and district four coordinators will guide level implementation of the project. In addition to managing the programmes for targeted interventions they will also play an important role in coordinating with provincial and district committees on child labour issues, and in promotional activities against the worst forms of child labour. The regional coordinators will report to and work closely with the project office in Jakarta.

Indonesia was one of the first countries where IPEC put in place the principle of “pooling” staff resources in order to make the most efficient use of project resources. The TBP will continue this practice with the Secretary and Finance Assistant providing support to both the TBP (90%) and the other USDOL funded programmes (10%) on the trafficking of children and the involvement of children in drugs trafficking. The TBP on the other hand will benefit from the services of one national programme officer financed from pooled resources under the USDOL funded programmes on the trafficking of children and the involvement of children in drugs trafficking and other yet unspecified project resources that are close to be secured.

5.3 Project linkages and networking

Within the ILO

The project will receive technical support from the various units at IPEC headquarters in Geneva, from the IPEC SIMPOC and DME national experts in Bangkok and from the ILO Manila (SEAPAT) multi disciplinary team.

The effectiveness of the proposed project will undoubtedly be enhanced by effective coordination through the ILO Jakarta Office with other ongoing ILO activities in Indonesia.

In relation to ILO-IPEC activities, the range of existing ILO-IPEC work in Indonesia will be integrated into the framework of support to the NAP/TBP with a view to ensuring coordination and synergy within all ongoing activities. Existing activities include projects on drugs, trafficking, child domestic workers, and the fishing and footwear project. These will all provide valuable experience, which can be utilized in developing the new project.

There is a range of other ILO initiatives that comprise part of the ILO’s *Decent Work agenda* in Indonesia, which also relate to the work of the project and the National Action Plan for the Elimination of the worst forms of child labour. Some key areas are listed below:

- In August 2003 ILO Jakarta will begin a new two-year Police Training project. This will aim to develop in the core training programme of the national police, modules related to the ILO’s Declaration on Fundamental Principles and Rights at Work, which includes Conventions 138 and 182.
- In October 2003 ILO Declaration will begin a project aimed at domestic workers in Indonesia and the Philippines.²³

²³ The domestic workers project makes a reference to the IPEC project of support to ensure that target groups are being selected and activities are being implemented in synergy.

- A new ILO project is trying to build ILO concerns on labour policy issues into the PRSP process. Coordination on child labour will be important.
- ILO will likely be providing support following ratification of Convention 81 on Labour Inspection. Child labour aspects can be built into this work.
- The ILO has small scale but developing programmes of work on youth employment, on HIV, and on migrant workers, all of which connect to concerns of the project.

In all of these areas cooperation and efficient networking will add value to the ILO-IPEC effort in Indonesia. Regular coordination meetings will be organized with other ILO projects and key specialists.

All ongoing projects currently being implemented by the ILO-IPEC Jakarta office will become integral parts of the project of support. The project of support will benefit from the lessons learned and good practices developed under these projects. Appendix 1 provides further information on how the project of support will link to the ongoing projects. A list of all ongoing child labour projects can be found as Table 6.

Table 6: Ongoing Jakarta ILO-IPEC projects

Project	Brief Description	Geographical Coverage	Donor	Duration	Budget
Approved/ongoing projects:					
Assessing the situation of children in the production, sales, and trafficking of drugs	Part of the Regional Program on Assessing the situation of children in the production, sales, and trafficking of drugs in Indonesia, the Philippines and Thailand	Jakarta	US DOL	1.5 years (Sep 02 – March 04)	\$90,000
Combating Child Trafficking for Labour and Sexual Exploitation in Indonesia	Part of regional TICSA Phase II. Extended to cover Indonesia with additional programme of outreach and prevention	Targeted interventions in one selected community in West Java	US DOL	3 years Sep 03 – Sep 05	\$226,000
TCRAM Child Domestic Workers	Withdrawal, awareness raising and policy advocacy	DKI Jakarta – and West Java (Bekasi)	Dutch	1 year (until Dec 2003)	\$116,8
Fishing and Footwear Sectors Programme to Combat Hazardous Child Labour in Indonesia, phase 2	The programme is modelled around a comprehensive approach aimed at eliminating child labour on jermals (fishing platforms) and in the informal footwear sector in Bandung.	Fishing: North Sumatra Footwear: Cibaduyut, Bandung, West Java	US DOL	22 Month Sep 02 – Jul 04	\$899,316

Networking with other agencies

Mobilization of the fullest support for the National Action Plan and the NAP/TBP will require effective networking with the range of national and international organizations, which have an interest in tackling the worst forms of child labour. Many different organizations are involved including governmental, international, and NGO interests. Some key networking partners will be:

Governmental networks – Alliances with bodies such as the *Education For All Committee*, and the *Commission for the Protection of Indonesian Children* to be established in line with the new Child Protection Act, and other bodies.

United Nations agencies – within the UN family more effective linkages can be developed with a range of agencies (particularly UNICEF and UNESCO). UNDP is another key partner with whom the collaboration will be further strengthened. UNDP is also the coordinating agency for the UNDAF process in Indonesia. Particular attention should be given to developing cooperation with the UN Support Facility for Indonesia (UNSFIR), which is providing advice and support to the Government of Indonesia on social policy issues.

International Financial Institutions – In 2002 the ILO and Asian Development Bank concluded an MOU relating to cooperation and there is scope for extending contacts and cooperation between ILO-IPEC and the ADB in Indonesia. Networking with the World Bank is also important in relation both to the PRSP process and in relation to the range of other work relevant to child labour with which the Bank is involved (such as education reforms and anti poverty programmes).

Non governmental organizations – National and international non governmental organizations can be important partners at national and local levels and existing networking arrangements will be strengthened.

7. Planning, monitoring and evaluation

Planning, monitoring and evaluation of this project of support are both an integral part of the project strategy in support of the development and implementation of the time bound National Action Programme (NAP/TBP) and part of the management of the implementation of the project.

7.1 Planning, Monitoring and Evaluation as Integral Part of Project Strategy

The following are some of the key principles behind the use of Monitoring and Evaluation as an integral support strategy:

- Child Labour sensitive monitoring and evaluation tools will be developed that can be used by development partners as an integral part of including child labour targeting in poverty-related interventions.
- It is a tool for awareness raising and mobilization as a source for knowledge on child labour and its consequences and it focuses on interventions against the worst forms of child labour, thereby making the knowledge more relevant.
- It will serve as an advocacy tool for mobilizing specific action and resources of other development partners by documenting the benefits of targeting children and families at risk. It can be a point of entry for dialogue with interventions by other development partners by identifying the point at which evaluation takes place of these programmes and where support from this programme for child labour sensitive interventions will be appropriate. It will document where further action is needed and what the likely impact could be, thereby justifying the investment of resources by particular development partners.
- Planning, monitoring and evaluation are some of the key capacities to be strengthened at national, community and district level, particularly in the context of participatory and community based approaches. As the NAP/TBP will work at different levels, the M&E at the enabling environment level and targeted intervention level should be identified clearly.
- The successful implementation of the NAP/TBP requires appropriate monitoring and evaluation systems and processes based on existing systems and efforts in monitoring and evaluation. A particular link is to the community monitoring systems, which will provide information on the specific situation of children and their families that have benefited from interventions. This will allow the monitoring and evaluation of the NAP/TBP for purposes of further development, up scaling and replication, and to ensure that the interventions linked through the strategic programme framework, are implemented as required and contributing to the overall objective.
- The focus of the M&E process of the NAP/TBP should be on the linkages between the components of the NAP/TBP, including programmes implemented by other development partners. Appropriate arrangements should be clearly established for M&E of these linkages, including nature and frequency of information to be shared, time of reviews and evaluation. Joint or coordinated reviews between development partners should be considered. This could include review linked to government reviews.
- Monitoring and evaluation is both a provider and user of information in the knowledge base. Capacity for M&E should therefore be considered within the capacity for creating and operating the knowledge base. Building local capacity for M&E specific to CL/WFCL by twining research capacity institutions with local/technical knowledge institutions should be considered so that independent, but knowledgeable M&E can take place at future interventions.

7.2. Planning, Monitoring and Evaluation at the level of the time bound National Action Programme

As part of the further development and implementation of the NAP/TBP, the project will support the process of developing an appropriate planning, monitoring and evaluation system for the whole time bound National Action Programme framework. The principles listed above are likely to be the basis for the system.

Planning and review meetings will be held at the national level to further develop and review the Country Framework developed by national stakeholders and completed through subsequent consultations with national stakeholders. Similar meetings will be held at the provincial and local level as appropriate.

The developed system for planning, monitoring and evaluation of the NAP/TBP will provide the details for planning, monitoring and evaluation based on some of the principles outlined below:

Results of monitoring and evaluation processes at the level of this and other projects of support and interventions that will be considered part of the NAP/TBP will be used in this planning, monitoring and evaluation process. Joint review and evaluation processes between development partners in the NAP/TBP will be used to the extent possible.

7.3. Design Process for the Project of Support

The design of the project of support is based on the preparatory work outlined in section 1.6 in Chapter 1. National stakeholder consultations at different level provided the basis for the design through consultation on the Worst Forms of Child Labour, discussions on the preliminary results of the rapid assessments and the development of the overall Country (Strategic Programme) Framework, which the project is part of and contributes to. The national stakeholder Planning and Consultation Workshop in July 2003 that developed the Country Framework also provided input to the content of the Project of Support based on a presentation of the initial ideas on the project of support.

A project design team consisting of the complete ILO/IPEC team, the ILO office focal point for IPEC and an external consultant with prior involvement with the ILO in Indonesia developed the project document.

The Stakeholder Planning and Consultation workshop also provided suggestions for taken the process further, which included the development of provincial and local level versions of the Country Framework and of specific Areas of Impact Framework for specific targeted interventions. This will be done as part of the project of support.

7.4 Project Planning, Monitoring and Evaluation

The ILO/IPEC established procedures for planning, monitoring, reporting and evaluation for technical cooperation projects will be used throughout the cycle of the project.

The Strategic Programme Impact Framework approach will be used throughout the process for further design and development of components, for review of the project and its components and as the basis for evaluation of the project.

7.4.1 At the Project of support level

Initial planning meetings with key partners and development partners identified at this stage will be organized at the beginning of the project.

Upon consolidated analysis of the baseline data an initial review of the situation in areas of policy input will be carried out. Based on the analysis of data a *project monitoring and evaluation plan* will be prepared revising the list of indicators to ensure that indicators are detailed, quantifiable and result-oriented based on the results of the baseline and an assessment of feasibility of means of verification. Additional indicators at different levels of the project can be added. The plan will include details of the specific evaluations planned for individual components and their relationship to each other and the overall evaluation of the project. Project partners including US-DOL will be provided with a copy of the monitoring and evaluation plan, including a revised list of the indicators and baseline survey.

An annual work plan for the project will be prepared, including for when individual components of the program including action programmes, have to be developed and implemented. A copy of the work plan will be submitted to partners and US-DOL within one month after the implementation of the project has started.

Regular review meetings will be organized with all partner agencies in order to appraise progress, review obstacles and define strategies for improvement. These meetings can be organized at various levels with different composition to allow for most effective review of linked components. The meetings will be coordinated with any review meetings at the level of the NAP/TBP.

ILO will report quarterly to the partners and US-DOL on progress achieved, problems faced and proposed corrective action based on project monitoring activities and the regular progress report required by ILO-IPEC established procedures. This will include reporting on indicators as established in the project monitoring plan. Appropriate reporting mechanisms for partners will be developed that ensures maximum use and involvement of partners in the further development and review of the strategic frameworks in the project and the further mobilization of resources.

Reporting to IPEC management and the donor will be in accordance with the reporting schedule and format agreed on with donor and will include two general status reports (June and December) and two detailed technical reports (March and September). In addition ILO will submit detailed financial reports on a bi-annual basis.

ILO-IPEC will undertake field missions to project sites, including Action Programme sites, to monitor project implementation.

An annual self-evaluation report for the entire project will be prepared in accordance with ILO procedures.

The Chief Technical Adviser and the IPEC regional structures in consultation with the respective ILO Area Director and IPEC headquarters may approve minor revisions of work plans and line item allocations of partner agencies. Where it is decided that project changes are large enough to require revision in the approaches, strategies and outputs of the project document, such revisions will follow ILO-standard procedures. This will involve consultation with partners at all levels.

As part of the overall monitoring and evaluation of each project, detailed monitoring and evaluation processes (such as pre- and post assessment of capacity building and awareness raising activities) will be implemented as appropriate for specific components and activities of the project. This includes monitoring systems for tracking purposes and for standardised monitoring and reporting on beneficiaries throughout the project and its components.

A mid-term evaluation process will take place at the most appropriate time during the implementation as agreed upon by the partners, US-DOL and ILO-IPEC and in accordance with the developed monitoring and evaluation plan.

A final external evaluation process will be conducted towards the end of project implementation. It will build upon final evaluations at other levels and will involve development partners as appropriate and have as one of its purposes to provide information for further development and implementation of the NAP/TBP, including expansion and scaling up.

The exact nature of these evaluations (purpose, timing, issues to be addressed, approach and methodology, etc.) will be decided in consultation with partners including US-DOL three months prior to the scheduled evaluation dates. The Design, Evaluation and Documentation Section of ILO/IPEC will coordinate the consultations and planning and coordination of the evaluations. Appropriate partners, stakeholders, and US-DOL will be involved in the process including the option of participating in the evaluations, and will receive a copy of both evaluation reports.

The follow-up study (repeat baseline) to measure impact in targeted areas will be considered part of the final evaluation.

While ex-post evaluations and impact assessments are currently not included in this program, the further development and implementation of the NAP/TBP process, in particular context of the knowledge base provides for a framework in which they could take place. Subsequent phases of this project of support should include funds for ex-post evaluation and impact assessment for targeted interventions as part of enhancing knowledge on whether chosen interventions also have long term impact. The use of a tracer study methodology as a cost-effective approach to impact assessment will be considered.

The National Steering Committee and related national mechanisms will be involved in the process as appropriate, including receiving a copy of the evaluations. All evaluations and reviews will include appropriate development partners to facilitate sharing of experiences and scaling up.

US DOL will be informed of and invited to participate in all major events related to this project.

The US-DOL reserves the right to request that the ILOs external auditor undertake a financial audit of this project. In the eventuality that such audit is requested, additional terms of reference governing the audit would be agreed upon by the donor and the ILO, and attached as Addendum to this document and additional funds would be set aside to meet the costs of the audit.

7.4.2. Action Programme Level (Individual Implementing Partners)

The implementation of the project will be partly sub-contracted to implementing agencies. In line with regular ILO-IPEC procedures, formal agreements between the implementing agency and the ILO, include an Action Programme Summary Outline (APSO, i.e. project document in the logical framework format, together with an overall work plan) and a detailed budget. This will be developed by the implementing agencies in consultation with the ILO-IPEC field staff. IPEC HQ will obtain the approval of the relevant ILO departments. Within one month of signature of the subcontracts between the implementing agencies and the ILO, the implementing agencies will submit a detailed work plan, which will include a project monitoring plan.

Copies of Action Programme Summary Outlines for Action Programmes with more than \$100,000 budget approved in the period covered will be included with the technical progress reports to US-DOL.

The project management will hold regular specific planning meetings with implementing partners. Implementing agencies will be required to organize regular consultations with their target groups, including at the design stage of the action programme.

Progress and financial reports and expenditure forecasts will be prepared by the implementing agencies on a four-monthly basis.

As part of the overall monitoring and evaluation of each Action Programme, detailed monitoring and evaluation processes such as pre- and post assessment of capacity building and awareness raising activities will be included in the APSO and implemented by the individual implementing agency as appropriate for specific components and activities of the Action Programme. This includes standard monitoring and reporting formats for all Action Programmes to facility tracking of beneficiaries and input to the overall project monitoring and reporting.

Self-evaluations (mid-term and final) will be carried out for each Action Programme by the implementing agencies according to ILO-IPEC procedures. These will be coordinated with the overall evaluation plan for the project to provide a coherent evaluation of the project as a whole for the purpose for adjustment of strategy and decision on expansion and scaling up. External evaluations of specific Action Programmes can be carried out by mutual agreement and with provision of additional funds.

8. Project Implementation

Through the National Action Plan on the Elimination of the worst forms of child labour, the Indonesian government has indicated its commitment to tackling worst forms of child labour over a twenty-year period. In various subsequent events associated with the development of the National Action Plan, the Minister of Manpower has reaffirmed this commitment. Most recently, at a national stakeholders meeting in July 2003 the Minister called for an early start to be made in detailed implementation of the time bound National Action Programme (NAP/TBP), and urged provincial and district administrations to establish committees to tackle the worst forms of child labour.

The ILO-IPEC would intend that the project of support to the NAP/TBP as part of the National Action Plan would become operational very soon after the US Department of Labor's final approval of the project document.

On the following pages a detailed implementation schedule shows the proposed timings of key activities. For the first phase of project operations, the priority focus will be to establish management and staff structures, to put in place key information and data collection systems, and to map a clear direction for project delivery. The first annual work plan will be provided to USDOL within one month of the commencement of the project.

IMPLEMENTATION SCHEDULE

Immediate Objective/Outputs	Year 1				Year 2				Year 3				Year 4			
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
1. At the end of the project, national, provincial and district development plans and policies include child labour concerns																
1.1. Child labour mainstreamed into the June 2004 PRSP																
1.2. Child labour concerns and priorities mainstreamed into the 2006-2009 UNDAF framework																
1.3. Child labour concerns and priorities reflected in the PROPENAS and other development plans and policies at national as well as provincial and district levels																
2. At the end of the project, education and training policies are responsive to the needs of boys and girls involved in, or at risk of, the WFCL																
2.1. ILO-IPEC established as a key partner in education policy networks																
2.2. Guidelines and good practices on preventing children dropping out of school developed																
2.3. A flexible and gender sensitive curriculum for non-formal education that is responsive to the special needs of working children developed																
2.4. Vocational training providers and their programmes and curriculum made more responsive to the special needs of working children																
3. At the end of the project, the knowledge base on child labour and its worst forms is enhanced and is being used to monitor child labour trends and to assist in the development and implementation of national, provincial and district policies																
3.1. The national, provincial and district level capacity to collect accurate and gender sensitive data on child labour is enhanced																
3.2. New research on the WFCL produced																
3.3. Information from local-level child labour monitoring feeds into the overall knowledge base at all levels																
3.4. Annual report showing child labour trends, highlighting recent research and progress of the NAP/TBP produced																
3.5. : Network on child labour research is established and operational																
4. At the end of the project, the legislative framework for child labour is enhanced and better enforced																
4.1. The national legislative framework on child labour is reviewed																
4.2. Modules on existing legislation related to child labour and children's rights (such as ILO C. 138 and 183, Manpower Act, Child Protection Law, new Trafficking Bill etc.) included in training programmes for law enforcement officials and specialized training seminars conducted																
4.3. Regular distribution of information on legal developments, case law and jurisprudence																
4.4. Provincial decrees on the WFCL																
5. At the end of the project, behaviour and attitudes towards the WFCL have changed among national, provincial and district level stakeholders as well as the community at large																
5.1. A comprehensive, nation wide campaign to make all stakeholders (including parliamentary and government structures, workers, employers, NGOs, formal and informal community leaders, working and at risk children and their families etc.) aware of child labour issues and the negative impact of entering the labour market prematurely have been conducted																

5.1	A web-page providing easy access to research, news and information on the progress of the implementation of the NAP/TBP established																		
5.2	Quarterly bulletin produced in electronic format and hard copy circulating press coverage of child labour related issues																		
6. At the end of the project, the capacity of national, provincial and district level stakeholders to plan, monitor, implement and evaluate action to prevent and eliminate the worst forms of child labour will have been enhanced																			
6.1	Core support structures in national government (NACWFCL, NSC) and in targeted provincial and district government strengthened																		
6.2	The capacity of employers and workers organisations to combat child labour more effectively enhanced																		
6.3	Training on strategy and technical capacity for implementing agencies and key actors to support their development as sustainable partners on child labour conducted																		
6.4	Networks in each target province, bringing together government, NGOs, workers' and employers' organizations, media and other social partners established																		
6.5	Support to the establishment of provincial and district level committees under the three NPAs (WFCL, trafficking and CSEC) provided																		
7. At the end of the project, detailed information will be available on the extent and nature of the WFCL in the targeted provinces and districts, and the information will have been used as a basis for programming of separate interventions																			
7.1	Base line surveys conducted at beginning and end of project																		
7.2	PROPOSED NEW OUTPUT Results of the baseline survey have been widely disseminated																		
8. At the end of the project, children will have been withdrawn from the worst forms of child labour, and prevented from entering such work through direct services provided by the project																			
8.1	Withdrawn and at risk children mainstreamed to formal education through provision of non formal education and remedial classes																		
8.2	Vocational training programmes and apprenticeships made available to withdrawn and at risk adolescents																		
8.3	Livelihood programmes made available to withdrawn and at risk children																		
8.4	Counselling, health, rehabilitation and social services provided to withdrawn and at risk children as appropriate																		
8.5	Children above the age of 15 are working under non-hazardous conditions through the improvement of working conditions and development of OSH standards in two targeted sectors (footwear, mining)																		
At the end of the project, poor families will have been provided with new socio economic opportunities leading to increased income																			
9.1	Alternative economic livelihood and market s for high risk families identified and linkages to ongoing programmes established																		
9.2	Suitable socio economic programmes made available to high risk families																		

APPENDIX 1 - TARGETED INTERVENTIONS

A. Children involved in sale, production and trafficking of drugs

1. GENERAL BACKGROUND AND POLICY ISSUES

The situation of children involved in the production, sale and trafficking of drugs has attracted increasing concern in Indonesia, as in many other countries. Involvement in the illegal production and trade is closely related to drug abuse. Children's involvement in the production, sale and trafficking often follows from a drug abuse (as a way to finance the abuse), but it can also be a consequence of pressure from other actors already involved in the trade. A study by Irwanto and Hendriati in 2001 concludes that there are several ways for children to become a drug retailer:

- When a child is drug user him/herself
- When a child is in need of financial support either because they have lost contact with parents, are orphan, runaways, or in other difficult circumstances where children have to survive. In these cases children do not have to be extremely poor. Some children are recruited while they are still in school
- When a child has a friend who use and sell drugs. Friendship and peer pressure seem to play an important roles in recruitment
- When a young child is closely linked to a dealer

At present there is a lack of hard data on the involvement of children, because of the illegal environment in which the drugs trade takes place. However medical records of patients in the Drug Dependence Hospital, the only hospital specialising in work with drugs users show that more than 40% of patients are 19 years or younger. Estimates suggest that 500,000 to 1,200,000 young people below the age of 19 use drugs. The most conservative data from the Ministry of Education suggests that around 20% of drug users are involved in the sale, production, and trafficking of drugs indicating that anywhere between 100,000 and 240,000 under 19 year olds might already be involved in the drugs trade.

A related problem is that incidence of HIV infection through needle sharing among drug users has been increasing significantly. The National Strategy to respond to HIV-AIDS is currently being reviewed in light of the growing evidence of rapid increase among drug users.

Although some studies have been made on drug abuse and several laws and policies exist to combat drug use, none of the existing interventions specifically focuses on the involvement of children in the drugs business.

Indonesia's main policy in dealing with drug problems has been to try to reduce abuse and dealing through enforcement of a number of laws. These include Law No. 22/1997 on Narcotics and No.5/1997 on Psychotropic drugs, as well as on the other provisions of the law, especially in the Penal Code and Law No 23/1992 on Health. The main problems with regard to these laws are that:

- Children are not well protected
- Children from 8 years old can be indicted like adults, since the statutory age of criminal responsibility is 8 years old
- Law No 5/1997 on Psychotropic substances does not distinguish between a child and an adult

The newly enacted Child Protection Act No. 23/2003, defines children's involvement in the production, sale, and trafficking of drugs as an act of victimisation. The implication of the law is that children who become involved should be protected by the law and the perpetrators of their involvement be punished. This law should be used as an effective legal instrument to argue that children's involvement in the production and sale of drug is in fact victimization of children rather than a criminal act as stipulated by Law No. 22/1997 on Narcotics and No.5/1997 on Psychotropic drugs. As this is a relatively new law, only few law enforcement agencies and officers are familiar with it and further social marketing and education and training is needed to promote this new instrument.

The government set up a National Narcotics Board (NNB) through Presidential Decree no. 17/2002. Part of the board's mandate is to coordinate government units, prevent and eliminate drug use and illicit trafficking of drugs, and establish task forces to implement existing policies. Other government actors include the Ministry of Health, which has a Drug and Food control programme. The Police have a special department for Narcotics and the Department of Justice is also involved.

In relation to treatment and rehabilitation, the Ministry of Health and Social Affairs is involved. NGOs and Religious organizations are also working to treat victims of drug abuse although none of them have any special approaches for children. The Police department, Ministry of National Education, NGOs, community groups and religious organizations are involved in some preventive activities.

2. RAPID ASSESSMENT

Mapping of the situation of drug sale and trafficking in Jakarta

According to a study conducted through random selection of schools in Jakarta, 4% of students in Junior and Senior High School have been involved in drug use. 1.8% of those aged 11-14 and 5.8% of those aged 15-19 have used drugs. In the Juvenile Prison in Angering, by early 2003 45% of the child inmates were there because of drug related offences, compared to 36% in 2002. Most children were involved in the sale and distribution of marijuana – which seems to be the drug most accessible to children. However other drugs, including heroin, are also involved.

The Rapid Assessment interviewed 96 children involved in production, sale, and trafficking of drugs. Of the 96 subjects interviewed for the study half were 17 years old and younger at the time of interview whilst others were 18 and 19 years old. All of them, however, indicated that their involvement with drugs had begun a number of years earlier. 2.2% were girls although studies suggest that 5-10% of all drug users are female.

Most of the respondents lived with their parents. 24% lived with one parent due to separation or death of one of the parents. Very few respondents (4) lived by themselves or in shelters provided by NGOs. The majority of the children live in densely populated and poor residential areas. The majority came from families with 3-4 children (54%) and over 30% came from families of over 5 children.

Many of the children have had drug use problems prior to dropping out or being expelled from schools. Once expelled from school, they could not find other schools, which would accept them due to the notes in their reports explaining the reasons for their expulsion.

Of the 96 children interviewed, 45 were still actively engaged in various types of work. Mainly this involved packaging activities, from wrapping, putting the substances into small envelopes for retail, and packaging larger amount of drugs for distribution.

The critical period of involvement is age 12 to 13 years old for marijuana, 13-15 year old for heroin. For all drugs, it seems that the 12-15 years old period is critical. Clearly many have been dealing drugs when they were in Elementary School or Junior Secondary or when they dropped out at those levels.

The older the child the larger the amount of drugs they distributed. Most children, however, were involved in small and medium amounts of drug sale, many of them acting as couriers. Small is regarded as when children are involved in selling drugs for less than 300,000 IDR (\$35). When they sell drugs from 300,000 to 1,000,000 IDR it was categorized as “medium amount”. Any distribution of drugs worth one million IDR or more was categorized as a “large amount”. 5.5% of children were in this category.

School and school drop out

The school has a unique position in the onset of involvement of children in the production, distribution and sale of drugs. Most interviewees indicated that they had been using and selling drugs while they were in school, especially when they were in Junior and Senior High School.

In cases where children use drugs while they are actively participating in school, the schools lack a mechanism to deal with the problem effectively aside from expelling students. When students are expelled from school due to drug use, there is minimal opportunity for the student to find another school. In many cases, they have to stop schooling completely and find employment. Since many of them have no vocational skills, most end up unemployed and have nothing else to do and often becoming more involved in selling and trafficking of drugs.

Responses

The National Action Plan on the elimination of the worst forms of child labour – Presidential Decree No. 59/2002 determines involvement of children in the production and distribution of drugs as one of the worst forms of child labour to be resolved within the first five years of the implementation of the plan.

The newly enacted Child Protection Act N0. 23/2002 specifically contains provisions on drugs. Article 67 paragraphs 1 and 2 contain prohibition of involvement of children in drug production and distribution. Article 89 has sanctions of fines for those who involve children (minimum of 50 million rupiah, maximum of 500 million rupiah) or imprisonment from 5 years to 20 years. Since this is a new law, not all law enforcement agencies and officers are familiar with it. It will take some time to enforce the law. This law could be a legal instrument, which will help to argue that children’s involvement in the production and sale of drug is in fact victimization of children rather than a criminal act.

The Department of Education, especially the Sub-directorate of Curriculum has been actively engaged in promoting drug information in High School and has also had some programmes supported by UNICEF. However many schools do not have drug education programs and MONE drug education program is only a pilot activity. Although there are many NGOs offering free drug information activities, the coverage is low and tends to cover only financially better placed schools. Schools in poor communities, which are more vulnerable to the problem, are usually left out by such activities.

The first rehabilitation centers on drug addictions in Indonesia were the Drug Dependence Hospital under the Ministry of Health, and the Pamardi Siwi under the Police Department. Both these center have long experience in dealing with drug dependency issues. Currently, in response to the increasing number of drugs addicts, the number of treatment and rehabilitation centers for drug addicts have grown dramatically in many cities in Indonesia. While a decade ago there were no more than a dozen religious and private specialized institutions in Jakarta, and only very few or even none in other cities, there are now more than fifty such institutions in Jakarta and fast

growing number in other major cities. The rehabilitation centres employ different approaches and have different standards for providing pharmacotherapy as well as psycho-social interventions. Many private hospitals in Jakarta, especially those with psychiatric departments also offer treatment for drug addicts. Basic rehabilitation services are also provided by Local Community Health Center (PUSKESMAS), which are under the management of Ministry of Health. One of the problems surrounding the rehabilitation centres is that rehabilitation services from the hospitals are too expensive for most of the Indonesian while the quality of the treatments of other centres are being questioned. Another critical problem is many of the rehabilitation centres are in fact not free of drugs and a client can more or less easily have access to the desired substance.

3. PROJECT STRATEGY

Linkage with the existing ILO-IPEC Programme on children in drug trafficking

Attention to the issue of children's involvement in drugs is relatively new in Indonesia. Knowledge on the magnitude and nature of the issue still needs to be built. The limited studies on the issue reveals that while some government and private institutions have dealt with the issue of drug users, none of them have programmes targeted at children involved in drug trafficking.

Beginning in July 2003 ILO-IPEC in Indonesia will implement part of a US DOL funded regional project on assessing the situation of children in the production, sales, and trafficking of drugs. Since this is the first project to consider the involvement of children in drug trade, it will aim at building knowledge and deepening understanding of the problem of children's involvement in drug sales/production/trafficking. At the same time, it will build capacity of partners, and raise awareness at community and national levels.

The project of support to the National Action Plan and the time bound National Action Programme to be developed will make use of the information generated by the project as well as lessons learned to fill in the gaps of information needed to design the intervention. In addition to this knowledge base on the nature of child involvement in drug trafficking, baseline surveys on the socio-economic conditions of the targeted areas will be carried out as the basis for designing intervention. Networks, contacts and partnership with relevant key actors built by this on going project will serve as a foundation for further development work under the project of support to the time bound National Action Programme.

Policy development and enabling environment

Much concern has been expressed at the provisions of the Narcotics Acts No. 22/1997 and Psychotropic Act no. 5/1997. These laws are the basis for dealing with drug related cases within the criminal justice system in Indonesia. Used alongside the Juvenile Court Act no. 3/1997 the laws can result in children of 8 years old being tried on charges relating to possession, use, production, sale, and distribution of drugs. However the recent Act no 23/2002 on Child Protection, on the contrary perceives children under 18 years old involved with drugs as being victims of crime. At present few law enforcers know about this new legal instrument.

The project would encourage the relevant parties to commence discussions on the above legal issues to establish the appropriate way to deal with children suspected of drug related criminal offences. Promoting the Child Protection Act No. 22/2002 in conjunction with related laws will be undertaken through training for law enforcers. Broader socialization will also be conducted through dissemination of printed materials on the issue to law enforcers.

Improvement of rehabilitation centres

It has been recognized that the improper management of rehabilitation and juvenile centres can push children towards further involvement in criminal activity. One of the problems is that in

poorly run centres adults often pressure the children. The Drugs Dependency Hospital has been considering separating children from adults when they seek medical help to prevent such negative influence. The project would work with the related parties to review the practices of existing drug rehabilitation to come up with proposed adjustment which will support children's development while they are in the rehabilitation centres and the program will promote the applications of these best practices in rehabilitation centres.

Capacity Building

The capacity building component of the project will reach the key actors surrounding the issue of children involved in drug trade.

First of all is the capacity building of schools to deal with the issue among school children. While drugs dealers are increasingly targeting school children, schools generally lack of capacity to deal with children having drug problems. When children are involved in distribution of drugs in school, h/she is perceived as a threat to other children and the most likely response to this problem is that the school expels the child. However expelling the child from school does not necessarily solve the problem since the child may still have contact with other students and continue to use and sell drugs. Many children indicated that when they were expelled from school, they were not able to find jobs and in this situation they can increasingly become involved in criminalized activity. It seems that the Ministry of Education will not be able to impose a clear policy on this issue and the problem is better solved at the school level where more authority to take action resides. The project would facilitate teachers/school administrators, parents and community groups in schools in the targeted areas identified as having students with drug problems to resolve the problems in order to help the children avoid further involvement in criminalized activity. Religious communities who enjoy respect from the people will also be mobilized to the extent possible.

On the preventive side, the project would provide assistance to the schools in targeted areas to set-up mechanisms to identify individuals and groups at risk. It would also seek to put in place preventive measures designed to avoid their involvement in the drugs trade including drug awareness programme in school, school counselling service improvement, and development of school capacity to refer students for external support.

Local communities in the targeted areas will be assisted to be able to develop capacity in dealing with local drugs problems. This will focus on encouraging community support both to assist those who have been removed from involvement in the drugs trade, and to implement preventive measures. Discussions among local stakeholders on the drug related issues in general and local drug related problems will be conducted to raise awareness and recognition of the local problems related to drugs. The program will support the development of local initiatives of preventive and rehabilitative measures such as drug educations for community members, monitoring of local drug problems and other mechanisms as appropriate to enhance the capacity of the local community to deal with problems at the local level.

While school capacity building will benefit the children who are still in school, the project would also support NGOs working with the children who are already out of school, such as street children. NGOs working with street children in the targeted areas will be assisted by building their capacity to identify and deal with drug trafficking among street children.

The project would also support strengthening of capacity within government, specialized agencies and NGOs active in this area. Initial mapping of capacity would be used to identify key needs and to develop a project of support.

Awareness raising

Under this component, the project will work with partners (schools, religious leaders and NGOs) to conduct a drugs education program. The objective of such activities is to equip children in

school and children outside school with necessary knowledge to stay away from drugs. The parents of at risk children will also be targeted by this education program in order to help them to assist the children coping with drug related problems. Lesson learnt from the existing drug education programs will be used to decide the appropriate education strategies for this program and to develop a drugs education package to be implemented by the partners to reach the targeted beneficiaries. Awareness raising to the public at large will also be conducted using printed media such as leaflets, radio programmes and youth events.

Rehabilitation for children removed from involvement of the drugs trade

Rehabilitating children who are involved in sale, production and trafficking of drugs is indeed very difficult; first because of the addiction and second of extreme pull factors such as the money that the young can earn by being involved. Drugs often go along with petty crimes and prostitution and the profile of the target is many-faceted and demanding and innovative rehabilitation programmes are therefore required.

The project will facilitate the key actors to decide on activities needed for rehabilitating children and preventing drug use in communities, and will support the implementation of the activities. Outreach work aimed at removing children from involvement in drugs will be undertaken simultaneously with the preventive activities by schools, community, NGOs and law enforcers. One area of activity will be providing non-formal education/vocational training provision and alternative employment which would be offered alongside counselling and drug rehabilitative services. Families of children already involved in drug trafficking and of at risk children will be assisted through socio-economic initiatives including income generating activities and community support activities.

Rehabilitation for children removed from involvement of the drugs trade

There is evidence that many children who become involved with drugs come from poor families, with limited economic options. When children are expelled from school, they often become more involved with the drugs “business” because of their inability to continue schooling or to find work. Providing income-generating activities for families and children may provide a way of tackling some of these problems. As this is a relatively new area of work for ILO-IPEC in Indonesia, the nature of income generating activities for this purpose will be identified when the project is in place, and following consultations with partners, children and their families

4. DIRECT BENEFICIARIES

	Non-formal or basic literacy education provided by project			Vocational, pre-vocational or skills training provided by project			Referral only to formal education system			Subtotal educational and training services		
	(Cat. 1)			(Cat. 2)			(Cat. 3)			(4 = 1+2+3)		
	M	F	T	M	F	T	M	F	T	M	F	T
Total Direct Beneficiaries	660	80	740	900	90	990	60	60	120	1620	230	1,850
Of which												
Withdrawn	165	35	200	225	45	270	15	15	30	405	95	500
Prevented	495	45	540	675	45	720	45	45	90	1215	135	1,350

	Other services (excluding education and training)			Total		
	(5)			(6 = 4+5)		
	M	F	T	M	F	T
Total Direct Beneficiaries	2,500	2,500	5,000	4,120	2,730	6,850
Of which						
Withdrawn	-	-	-	405	95	500
Prevented	2,500	2,500	5,000	3,715	2,635	6,350

B. Trafficking for prostitution

1. GENERAL BACKGROUND AND POLICY ISSUES

Trafficking in children and women in the wider (labour) migration context is an issue of great concern in Indonesia and for the ILO. Legal and illegal labour migration is extensive, mostly from rural areas to cities, and both internally and international. Forms of trafficking range from kidnapping to persuasion. High-risk children are often poor, uneducated, unskilled, debt-ridden, socio-economically excluded, and often from either dysfunctional or single-parent households. When trafficked, children are particularly vulnerable to exploitative labour situations.

Definition of Trafficking

The UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime provides the most generally accepted and widely used definition of trafficking. In article 3 trafficking defines as follows:

- (a) "Trafficking in persons" shall mean the recruitment, transportation, transfer, harboring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labor or services, slavery or practices similar to slavery, servitude or the removal of organs;
- (b) The consent of a victim of trafficking in persons to the intended exploitation set forth in subparagraph (a) of this article shall be irrelevant where any of the means set forth in subparagraph (a) have been used;
- (c) The recruitment, transportation, transfer, harboring or receipt of a child for the purpose of exploitation shall be considered "trafficking in persons" even if this does not involve any of the means set forth in subparagraph (a) of this article;
- (d) "Child" shall mean any person under eighteen years of age.

A preliminary study conducted by the ILO-IPEC, covering Jakarta, Bali, Batam and North Sumatra (Medan), shows that there is evidence of significant numbers of young persons being trafficked and many of these end up working in the commercial sex business.²⁴ Existing information suggests that 20-30% of all sex workers in the country may be below the age of 18 years²⁵ and the Office of Women Empowerment estimated that approximately 210,000 children are working in brothels in the country²⁶.

With the spread of HIV/AIDS and other STDs, the demand for younger sex workers seems to be increasing. A recent review of media reports, NGO's observations and existing studies suggest that the incidence of children involved in prostitution has been on the rise since the late 1990s²⁷. Reviews indicate that there are many sending areas for children and women trafficked for sexual exploitation, mainly from poor rural areas in Java and Sumatra. The receiving sites include the major cities in all provinces. Jakarta, Batam, and Bali are among the biggest receiving areas in

²⁴ Trafficking of children in Indonesia - a preliminary description of the situation, by Dr. Irwanto, March 2001

²⁵ ILO-IPEC Rapid Assessments on trafficking of children for prostitution 2003.

²⁶ Office of Women Empowerment (quoted by Media Indonesia 2001)

²⁷ Farid, 1999

terms of numbers. Some children and women are also trafficked for sexual trade abroad.²⁸ There are disturbing reports that in some communities, such as in the district of Indramayu, West Java, people do not see trafficking of children and women as a problem. On the contrary, a girl is viewed as a family asset, to be used to enhance the prosperity of the family. Child trafficking is seen as a means for increased income of the family. There are reports that children are being encouraged by parents or other family members/relatives to accept prostitution and that parents and other members of the communities are actively involved in recruiting and preparing children for the job.

2. RESULTS OF RAPID ASSESSMENTS

The target area for children trafficked for prostitution equals the entire island of Java. As this is an extensive geographical area, it was decided that two separate rapid assessments should be undertaken. Consequently, one rapid assessment covers the provinces of West Java and Jakarta (the receiving areas are Jakarta and Cirebon and along the Pantura route; while the sending area is Tegal Bueled district in South Sukabumi). The second rapid assessment covers the provinces of East Java, Central Java and Yogyakarta (the receiving areas are Surabaya, Semarang, and Yogyakarta, while the chosen sending areas are Bangsri sub-district in Jepara and the sub-district of Dampit in Malang).

Although the two rapid assessments were supposed to look at trafficking for prostitution, the main focus of the both studies are on child victims of prostitution who have not necessarily been trafficked. The two rapid assessments do, however, provide general information about the pattern and systems of trafficking in the targeted areas.

Main Conclusions

The studies found that children, particularly girls, are trapped in all types of prostitution, such as open prostitution in the streets, parks and brothels and in so called hidden prostitution, i.e. prostitution under the guise of other businesses like beauty salons, discotheques, hotels, billiard halls, massage parlours, karaoke bars and steam baths. The magnitude of children in prostitution in Indonesia is alarming and prostitution spots can be found all over the country from big cities down to the village level. Based on the guesstimate made by one of the rapid assessments the number of child victims of prostitution in the country is around 29,000. This figure, however, seems to be very low when compared to the estimations for the targeted areas, and might only represent the tip of the iceberg, especially considering that the two rapid assessment did not cover some areas infamous for prostitution such as Batam and Bali.

When adding up the 'guesstimates' made for the total number of child prostitutes in the targeted provinces in the two rapid assessments, the figure is 21,552. This figure is based on the following estimations:

East Java, Central Java and Yogyakarta: The research team estimated that there are approximately 15,504 prostitutes in the three cities studied (Semarang 2,237, Surabaya 12,432 and Yogyakarta 835). Based on this estimate, the research team concluded that there are a total of 6,069 child prostitutes in these cities (Semarang 975, Surabaya 4,990 and Yogyakarta 104). The study also attempts to make a 'guesstimate' of the total number of prostitutes and child prostitutes in Central

²⁸ Summary of geographical locations with a focus on trafficking for sexual exploitation:

Sending areas: Njanjuk, Jember, Semarang, Tegal, Pekalongan, Purwodadi- Grobogan, Jepera, Solo, Medan, Jakarta, Kuningan, Bogor, Banten, Bandung, Palembang, Pemalang, Johar Baru, Cirebon, Bekasi, Boyolali, Gresik, Bali, Ujong Pandang, Samarinda, Garut, Banjar Negara, Wonogiri, Sukabumi, Indramayu

Transit areas: Batam, Jakarta, Lampung, Riau, Denpasar, Medan, Jambi

Local receiving areas: Riau, Batam, Belawan, Jakarta, Tanjung, Balaikarimun, Dumai, Palembang, Bandar Baru, Sibolangit, Deli Serdang, Tanjung Batu, Solu, Surabaya, Jogjakarta, Denapasar

International receiving areas: Malaysia (Kuala Lumpur and Serawak), Border of Brunei Darusslam, Hong Kong, Taiwan, Australia.

Java, East Java and Yogyakarta Special Province. The conclusion is that in these areas, the total number of prostitutes is 23,880 (Central Java 8,495, East Java 14,279 and Yogyakarta Special region 1,106) whereof a total of 7,452 are below the age of 18 (Central Java 3,177, East Java 4,081 and Yogyakarta Special region 194).

West Java and Jakarta: The rapid assessment includes a comprehensive mapping of areas in Jakarta where prostitution is common. Based on this map, the research team estimates that the total number of prostitutes in Jakarta is 28,620 whereof 23,520 are above the age of 18 and 5,100 are children. When making the same estimation for West Java, the total number of prostitutes is 31,380 whereof 22,380 adults and 9,000 children.

Although the researchers tried to look into the number of boys involved in prostitution, none of the assessments could provide 'guesstimate' on the extent of boy's involvement. The main reason for that is that the working style of male prostitutes tends to be more hidden and located in closed venues like massage parlours or using mass media such as newspapers to filter customers.

The two rapid assessments found that most of the identified children come from remote and poor villages characterized by a lack of job opportunities and public facilities, including schools. All the three sending areas that was targeted for field work belongs to this type of region. They are all backward due to lack of natural resources, and level of education of most residents is low. From a cultural point of view, the sexual behaviour of the people is permissive. Prostitution is not stigmatized socially, and even acknowledged by parents, siblings and neighbours as a source of income that can improve their living condition. Houses are renovated using remittances sent by girls engaged as prostitutes. As a result, the daughters are regarded as an 'economic asset' or a 'commodity' for the family, who will marry off their daughters early in order to ease their parents' financial burden and responsibilities.

Not all children exploited for prostitution in Indonesia are victims of trafficking, but existing information indicates that a fair amount of them are²⁹. The recruitments are conducted by acts of trafficking, deception and even kidnapping. The traffickers are not only professional middlemen, but also parents, siblings, or boy-friends. Although there are trafficking networks that are widespread and complex and include interstate, inter-island and even international trafficking syndicates; most networks seems to be loosely organized and ad-hoc.

The recruitment of children and the subsequent trafficking process of them from sending to receiving areas do not require written or formal documents. The initial intermediaries are generally someone with whom the victims are familiar and include close relatives and acquaintances such as parents, boyfriends, husbands, neighbours, friends, local officials etc.

Child victims of commercial sexual exploitation are vulnerable to physical, psychological and sexual abuse. Sexually infected diseases, illegal drugs and alcohol addiction also threaten their health.

The fact that the government is taking the issue of trafficking and commercial sexual exploitation of children seriously can be seen by the issuance of new laws and policies. Rehabilitation program for the victims is also promoted through relevant institutions. However, while government programmes tend to focus on law enforcement, in reality the disciplinary actions against violation of for example operating license of enterprises and criminal charge against the end user of child sexual services and other forms of criminal acts are still limited. Another problem is that rehabilitation centres are not yet specially developed to treat child victims but treat adults and children in the same manner. Further, in relation to the regional autonomy, all laws and policies need in-depth familiarization process as there is no significant commitment from the regions to implement them.

²⁹ ILO-IPEC Rapid Assessment on trafficking of children for prostitution in West Java and Jakarta 2003.

3. INTERNAL COORDINATION

The project of support will coordinate with and complement other ILO activities to combat trafficking in Indonesia. Table 7 gives an overview of ongoing and pipeline projects.

Of special relevance is the IPEC implemented USDOL funded regional project, Combating Child Trafficking for Labour and Sexual Exploitation (TICSA Phase 2) which has been expanded to include an Indonesian component, *Combating trafficking for labour and sexual exploitation in Indonesia*. The NSC endorsed the Indonesian component of TICSA in late June 2003 and implementation is just starting. The project will contribute to the progressive elimination of trafficking in children and women for labour and sexual exploitation in Indonesia. As the budget for the Indonesian component is relatively limited, the project will implement small-scale pilot interventions in the areas of prevention and rehabilitation and reintegration aimed at providing lessons learned and good practices to be up-scaled under the project of support.

TICSA will only be implemented in one district, Indramayu, which is a sending area. The IPEC project of support to the TBP will work in sending areas in West Java, Central Java and East Java. Receiving areas to be targeted in the project will include Jakarta, Surabaya, Bali and Batam.

Other projects relevant to the NAP/TBP and the IPEC project of support include the project aiming at promoting and realizing fundamental principles and rights at work to the Indonesian National Police. It is still unclear if the project will include a component on trafficking.

Table 7: Ongoing and pipeline projects related to trafficking in Indonesia

Project	Brief Description	Geographical Coverage	Donor	Duration	Budget
Approved/ongoing projects:					
Combating Child Trafficking for Labour and Sexual Exploitation in Indonesia	Part of regional TICSA Phase II. Extended to cover Indonesia with additional programme of outreach and prevention	Targeted interventions in one selected community in West Java	US DOL	3 years Sep 03 – Sep 05	\$ 226,000
Promoting and realizing fundamental principles and rights at work to the Indonesian National Police	Training Police on FPRW which can assist the law enforcement that support other trafficking related programmes	National, and 7 Provinces: DKI Jakarta, North Sumatra, Riau, West Java, Banten, East Java and East Kalimantan.	US Dept. of Justice	2 years Apr 03 – March 05	\$ 500,000
TC RAM for Child Domestic Workers (Second Phase)		DKI Jakarta – and West Java (Bekasi)	Dutch	1 year (until Dec 2003)	\$ 116,800
Pipeline projects:					
Domestic Workers		National	DFID		\$ 2 million

Given that none of the projects related to trafficking has yet begun, and some are still pending formal approval, the design of the component in the project of support related to trafficking will be kept flexible and be finalized in close collaboration with the other ILO components. While the section below on project strategy outlines the components of the overall ILO-IPEC programme on trafficking for prostitution, some components will be conducted with financial support from the project of support to the NAP/TBP, while others will be covered by one of the other projects.

4. PROJECT STRATEGY

Addressing a complex and organized issue such as trafficking of boys and girls for prostitution needs a comprehensive, integrated approach and coordinated efforts of all major stakeholders in the targeted areas.

The project of support will work in both sending and receiving areas. Although the focus is on trafficking for prostitution, the components in the sending areas will address trafficking for all forms of labour exploitation. The justification for this approach is that it sometimes can be difficult to distinguish between trafficking for various purposes. For example, what seems to be trafficking for domestic work might in the end be for sexual exploitation, and the fundamental issues that leads to trafficking at the community level are in many cases the same for trafficking for various forms of exploitation. The project of support will also directly address receiving areas where the target becomes boys and girls in prostitution. Although it can be expected that many of them have been trafficked, the project will not distinguish between children who have been trafficked and children who have not, instead, services will be provided to children in need regardless of how they became victims of this form of exploitation.

The project of support will contribute to the overall objective of fighting trafficking in Indonesia through the following key approaches:

- The project will start by further increasing the knowledge base on issues related to trafficking of boys and girls for prostitution in Indonesia. The findings will be the basis for the programming of the prevention and rehabilitation components.
- A prevention component will provide support to the reduction of the vulnerability of families and their children to trafficking in high risk sending areas. A comprehensive national campaign addressing supply and demand sides of boys and girls trafficked for prostitution will also be undertaken.
- A rehabilitation and reintegration component will provide interventions to remove boy and girl victims of prostitution and to improve services to rehabilitate and reintegrate them.
- The project will also have a component addressing weaknesses in the current legal environment and protection for the victims.
- At the policy level the project will coordinate and network with other agencies and contribute to existing forum and partners working in the area of trafficking.

Improving the Knowledge Base

Focused research will be undertaken as needed in order to fill the gaps from the two Rapid Assessments (RA) undertaken as a part of the preparatory work for the project of support and to provide more in-depth knowledge about the targeted areas. This is needed as the two RAs were not able to provide detailed information to fully design all project components as described below. The research component will therefore include a focused baseline study that will be the basis for further programming as well as validate the findings of the RAs.

The baseline study will collect basic socio-economic data but also more qualitative information including traditional social protection systems in the targeted district and discriminatory practices. It will also research the root causes and to what extent boys are victims of trafficking in the targeted area (i.e. family vulnerability, sending communities, trafficking routes etc.). All variables will be analyzed based on gender and all data will be sex segregated. The baseline survey will also collect information that is needed to plan new activities, to effectively tap all available resources and to strengthen coordination among key actors. Such information includes the existing response to trafficking; aspirations of the target groups; what types of social protection schemes would best benefit the community and what types of awareness raising programmes the community are most likely to respond to (assess if differences between girls and boys, women and men). The research will be conducted in a participatory manner including at risk children, their families, teachers, formal and informal local community leaders and other key informants on the community level.

Reducing the vulnerability in the Sending Areas - Prevention

A) Comprehensive National Campaign against Trafficking

The objective of this component is to promote positive changes in attitudes and behaviours related to trafficking of boys and girls for prostitution through a comprehensive campaign. The campaign will address all layers of the society that are involved in the process of trafficking. The campaign will target sending as well as receiving areas and address the specific situation on the two different levels.

Many boys and girls are easily lured by traffickers to work in the city or in other countries due to the strong attraction of urban lifestyles, promises of high salaries or access to education, as well as lack of information on the reality of life in the city or in other countries. It is important to introduce and discuss the concept of “trafficking” locally as the concept is unfamiliar to many families and local leaders³⁰. A concentrated effort is needed to promote the concept within the wider community as well as an understanding that trafficking of children and women is a problem, which cannot be explained by poverty alone. It is important to include legal literacy in these activities with a focus on immigration and employment laws and to know how to obtain assistance against traffickers. The campaign will address target groups such as girls and boys at risk of trafficking and their families, formal and informal community leaders, schools, and potential traffickers. The campaign will take into consideration the findings from the Rapid Assessments and other research that there is a high complicity among communities and families. Campaigns that are directed towards people who are a part of the problem have to be designed with this in mind in order to avoid that the information provided is not used against its purpose.

A number of approaches will be used under the campaign to reach out to children at risk of trafficking and their families and the groups that exploit trafficked children:

- Public education campaigns targeted at families in rural areas are needed to discourage children being pulled out of school and pushed to exploitative work.
- Selected rescued victims of trafficking will be rehabilitated and empowered to become influential change-agents by sharing their experiences with groups at risk of trafficking on the village levels.
- Schoolteachers often have a strong influence in the village and can act as change-agents at the community level. Training for teachers on issues related to trafficking will be an integral component of the campaign.
- Experience shows that the attitude of the village leader toward trafficking often has a big impact on the behaviour of the village. In areas where the village leader is against trafficking, the incidence of trafficking is substantially lower than in areas where the village leader has an ignorant attitude. More disturbing are the many reports of village leaders who are directly collaborating with the traffickers. A focused campaign targeting the village leaders is therefore crucial in combating trafficking.
- The responsibility of recruitment agencies, so called labour brokers or PJTK, will also be addressed under the campaign.

³⁰ The Indonesian translation *perdagangan* or “trade” is perhaps more understandable - although may not be very attractive to policy makers due to its harsh connotation/imagery - especially when dealing with women and children.

- Other formal and informal leaders and more specific groups (such as the Family Planning Agency, local governments, religious bodies) will be identified and mobilized to work towards the overall objectives of the project based on their respective comparative advantages.
- Other awareness raising activities on the community level will be undertaken using innovative approaches (e.g. theatre/music) as well as traditional (posters, brochures).

The until now under-addressed demand side will also be targeted by the campaign. The main target group for the campaign in the receiving areas is the users of services provided by the child victims of prostitution. The objective is to increase the understanding of sex-buyers of the impact of prostitution on children. The demand campaign will be focused towards areas with the highest density of children involved in prostitution.

Public seminars will be arranged on a national level in collaboration with the partners to make information related to trafficking widely known. The event will be used to create or enlarge a public debate and awareness about the situation of trafficked boys and girls. The awareness in turn is expected to build pressure for the necessary legislative reforms.

The project of support will also work closely with media and will utilize three traditional types of media, i.e. printed press, radio and television to reach out to all levels in the society. Radio jingles, talk shows and TV clips and segments will be produced and broadcast on local radio/TV stations in local languages as well as on national stations when possible. Influential media personalities will be approached and encouraged to address trafficking. Training for journalists reporting on issues related to trafficking will be conducted and a network among local, regional and national journalists will be established to ensure effective information exchange between different geographical locations.

B) Provision of Direct Services in the Sending Areas

This component aims to increase protection of communities against trafficking for prostitution. The targeted areas will be supported through provision of direct assistance to children, their families and the communities. Concrete and detailed action programmes will be developed based on the community's needs and the different needs of girls and boys. The main components of the social protection programme will be educational services such as non-formal education with the aim of mainstreaming children back to formal education and vocational training and apprenticeships. It will also provide initiatives to shift the economic responsibilities from children to adults by economic empowerment through training in income generating activities, SME development, training in marketable skills (i.e. livelihood activities) and providing micro finance services as well as livelihood activities to (older) children if the baseline survey shows that such approach would be effective. The project of support would also seek to establish a multi purpose center³¹ and provide recreational activities.

Social mobilization is an important component of successful action against trafficking. Experiences from other ILO-IPEC projects has shown that establishment of so called Community Vigilance Teams have been effective in collecting information on probable victims and the presence of traffickers as well as refer children at risk and their families to available social protection services under the project. Assistance will be given to working with the community mobilizers to improve their capacity as opinion leaders against trafficking. These interventions will be tailor-made depending on whether the communities are involved as traffickers.

³¹ Such center can serve as a center for various kinds of activities related to the programmes such as meetings and trainings for community groups, education, vocational training, recreational activities etc.

Improved Rehabilitation and Reintegration

It is generally agreed that the rehabilitation and reintegration of survivors of trafficking is among the most challenging tasks. It is high-cost, long-term and often thwarted by lack of long-term resources, options for reintegration and prospects for skilled jobs. ILO-IPEC has under its TICSAs project developed an approach to rehabilitation and reintegration of survivors of trafficking that goes beyond the immediate needs of the child. It considers longer-term rebuilding of her/his life, within a 'whole life' framework, that sees the (ex) victims becoming in due course the 'adult worker' – i.e. emerging from exploitation to a life in which s/he will be protected, economically empowered and able to grow up with a means of earning a living on her/his own terms.³²

Under the Indonesian component of the TICSAs project, an existing rehabilitation centre will become a partner, and capacity building of rehabilitation staff based on experiences and training materials developed under TICSAs I will be provided. Children will receive assistance in the centre and individual reintegration plans will be developed based on the child's age, her/his potential and her/his existing family support network and a referral system to formal educational facilities and or vocational training centres will be developed. Community-based reintegration of less traumatized children will be strengthened through building linkages with the sending districts. Joint training sessions comprising local social mobilizers from district and village levels on ways of dealing with stigmatization and provide occupational opportunities to returned victims will be organized. The project of support will build on this work and expand its scope in terms of extending the services to a higher number of children in need. The project of support will also seek to replicate the model to other rehabilitation centres when proved effective.

Improvement of the Legal Environment

The aim of this component is to improve the legal environment for girl and boy victims of trafficking for prostitution. Measures will be taken to deal with the main problems, which include a lack of recognition from relevant institutions (including the Police Department, the Attorney General, the courts and their judges and immigration and custom officials); a lack of understanding of the problem and of the extent of trafficking; weak enforcement of existing laws mainly caused by a lack of awareness of the law and of corruption and an atmosphere of impunity and lack of knowledge on how to treat victims and offenders.

The project of support will work with legal enforcement officials, sensitizing them on the rights of victims of trafficking, and providing targeted training to officials to help them to enforce existing laws more effectively. This will be done through a series of specialized training seminars for members of the police, judges, the attorney generals' office and the immigration and custom officials. The project of support will develop and distribute focused training materials³³. The content of the training seminars will include relevant national and international legislation relating to trafficking, procedures on how to enforce the laws and on how to correctly treat both victims and offenders. The training will also include modules on gender sensitivity due to the culture of male patriarchy prevalent in the region. The importance of collecting adequate data will also be stressed. Finally, the project of support aims to develop and include training modules and manuals on trafficking to be used in the training curricula of law schools and police academies to ensure that adequate and relevant training is provided on a systematic basis to new recruits.

³² Specific training has been developed and undertaken for counselors of highly traumatized trafficked youth. A training module was developed to prepare counselors facing the challenge of intervening to support trafficked (and often therefore traumatized) children. The model has a number of characteristics that are believed to be innovative. It is child-focused, taking as its point of departure the need to understand and empower the child; it combines training with on-the-job testing, with trainers accompanying the trainees as they work.

³³ Such training materials can include:

- Materials which identifies the existing legislation and legal procedures applicable to trafficking of children;
- Materials on the investigation of trafficking of children;
- Materials to assist border officials on the identification and treatment of trafficked children; and
- Materials on procedures to be followed in the repatriation and reintegration of trafficked children.

The training component will also target the Department of Manpower and Transmigration and staff responsible for migrant workers, as well as the Ministry of Women's Empowerment, which has the mandate for trafficking of women and children.

Contact will be made with police and legal training authorities to examine with them the gaps and problems in the legal systems and procedures. Negotiations will take place with the management of the police training academies, the training institutions for border personnel, and professional associations and groupings to have the relevant materials inserted into their training projects.

Specialist seminars for law-enforcement personnel including the Police Department, the Office of the Attorney General, the courts and their judges and border and custom officials will be undertaken with the objective to increase knowledge of the existing legal and procedural rules to deal with sexual offences against children and trafficking in children. Awareness will be raised on the international standards being applied to the protection of children against sexual exploitation and abuse. The seminars will provide materials to enable targeted officials to understand the dynamics of trafficking. The materials will also enable training programs to be carried out that will improve the capacity of such officials, such as how to investigate a sexual offence against a child victim.

Improved Coordination and Networking

The project of support will network and contribute to existing forum and partners working in the area of trafficking. One such area will be to provide technical assistance to the drafting committee that is preparing the new Law on Anti (Prohibition on) Trafficking in Persons. Collaboration will also be sought with the national committees established under the two National Plan of Action on trafficking and Commercial Sexual Exploitation of Children

5. DIRECT BENEFICIARIES

	Non-formal or basic literacy education provided by project (Cat. 1)			Vocational, pre-vocational or skills training provided by project (Cat. 2)			Referral only to formal education system (Cat. 3)			Subtotal educational and training services (4 = 1+2+3)		
	M	F	T	M	F	T	M	F	T	M	F	T
Total Direct Beneficiaries	30	590	620	60	860	920	20	500	520	110	1950	2,060
Of which												
Withdrawn	10	90	100	40	360	400	0	0	0	50	450	500
Prevented	20	500	520	20	500	520	20	500	520	60	1,500	1,560

	Other services (excluding education and training) (5)			Total (6 = 4+5)		
	M	F	T	M	F	T
Total Direct Beneficiaries	190	3,250	3,440	300	5,200	5,500
Of which						
Withdrawn	-	-	-	50	450	5,00
Prevented	190	3,250	3,440	250	4,750	5,000

C. Children in Footwear

1. GENERAL BACKGROUND AND POLICY ISSUES

Indonesian footwear producers can be categorised into two main groups. The first group, mainly found in the province of East Java, comprises medium and large sized producers, which supply the export-oriented subcontracting producers for international brand names such as Nike, Adidas, Reebok, etc. The second group of small-scale producers mainly target the local market and are mostly found in several areas in the province of West Java

The local market production is carried out in houses, small workshops (*bengkel*) and factories. Child labour is mostly found in homes and small workshops. In Java much of this form of footwear production is centred on villages around Bogor and Bandung.

Since 1999 ILO-IPEC has been implementing a successful project aimed at elimination of child labour in footwear workshops in Cibaduyut, Bandung in West Java. By replicating and expanding models developed under this project, the project of support will address child labour issues in the footwear sector in two new areas of West Java; Ciomas and Tasikmalaya.

Based on the findings from the ongoing footwear project, almost all children working in the informal footwear sector in Cibaduyut work under conditions hazardous to their safety, health and well being. The main health hazards are exposure to toxic solvent vapours, a high concentration of leather, rubber and textile dust, various ergonomic risks and noise from machines. Leather dust exposure has been associated with nasal cancer. Solvent-based glues, primers, cleaning agents and other footwear chemicals are hazardous also for adults; however, in particularly dangerous for children. The glues that are being used contain hazardous organic solvents such as *toluene, methyl ethyl ketone and acetone*, which can cause addiction and serious health problems. Long-term exposure to solvents is known to damage the central nervous system, liver, kidneys, and immune system. Most workshops are cramped, poorly lit, dusty, little ventilation and in poor sanitary conditions. The majority of the workers are not provided adequate personal protective equipments such as gloves or masks and injuries due to the use of presses, assembling machines, sharp tools and needles are common. Many workers in the informal footwear workshops are often seen working in awkward postures like squatting or sitting cross-legged on the floor. Work tasks are often labour intensive, monotonous and carried out in isolation. The majority of the workshops has unsafe electric wiring and unsafe use of electrical equipments in general and lacks fire extinguishers. Table 8 provides a summary of some of the most common hazards in the informal footwear sector.

Children working under such working conditions are exposed to a number of safety and health hazards and face significant health risks. Children differ from adults in their anatomic, physiological and psychological characteristics. They have lower resilience than adults as well as lower threshold for temperature and noise. Differences in metabolic activity, higher ratio to surface area and weight place children at greater risk of negative health effects due to solvent exposure through inhalation, skin absorption, and ingestion. Their developing hormone system is likely to be more vulnerable to toxic effects of chemicals. Children are naturally curious and playful, or may try very hard to act like adults, facts that put children in a serious health and accident risks.

Table 8: Occupational hazards in the Footwear Sector

Hazard category	Hazard description	Health and safety effects	Potential interventions
Accident hazards <ul style="list-style-type: none"> machines cutting tools electricity falls, slips motor vehicles 	<p>Caught in/between by unguarded moving or intaking parts of machines. <u>Examples of machines:</u> skivers (material thinning machines), grinders, sole presses, stitching machine, stamp machines.</p> <p>Sharp tools such as scissors, knives, nails, needles. Hammers.</p> <p>Fire hazards: faulty electrical wiring, frayed or dangling cords. Short-circuits. Open flames sometimes used to stretch shoe upper part material over the shoe last.</p> <p>Falls from height: ladders, attics, stairs, shaky staircases, and higher floors. Slips and falls on a same level. Falling and moving objects from shelves, etc. Motor vehicle accidents.</p>	<p>Death, amputations, broken bones.</p> <p>Cuts, scratches, wounds in fingers, arms, and legs. Needle and nail prick injuries. Splinters in eyes.</p> <p>Death, electrocutions.</p> <p>Head and limb injuries. Bruises.</p>	<p>Children should not operate heavy machinery. Purchase safe machines with proper guards. Long shirt and long pants, gloves, glasses, and shoes. Regular machine maintenance.</p> <p>Children should not use sharp cutting tools. Use eye protection. Provide first-aid kit.</p> <p>Safe wiring and sockets, put wires in order: fire extinguisher, water bucket, blankets.</p> <p>Use racks and shelves to store tools and materials. Stable stairs and staircases. Daily housekeeping and cleaning practices. Repair floor holes and openings. Warning signs. Children should not be operating motor vehicles.</p>
Chemical hazards <ul style="list-style-type: none"> glues dust primers cleaning agents 	<p>Exposure to solvent-based glues, primers, cleaning agents, paints. Leather, rubber, and textile dust exposure.</p> <p>Inhalation of chemical vapours and fumes. Dust inhalation. Skin absorption: glue often spread with bare hands. Ingestion of chemicals if eating, smoking or drinking at work areas where chemicals are handled.</p> <p>Fires and explosions due to flammable footwear chemicals.</p>	<p>Solvent-based glues affect central nervous system, lungs, liver, kidneys, blood, skin, eyes, bladder, digestive system, immune system, and mucous membranes.</p> <p>Reproductive hazards: spontaneous abortions. Glue addiction. Leather dust linked with nasal cancer.</p> <p>Death, serious injury.</p>	<p>Children should not be exposed to organic solvents and leather dust. Suppliers must comply with labelling practices and provide material safety data sheets. Training workers on health effects of and safe handling practices with chemicals.</p> <p>Substituting solvent-based adhesives with water-based. Local exhaust ventilation. Work rotation work hour adjustments. Do not spread glues with bare hands. Use sticks or other spreading tools. Use gloves and respirators. Sanitary facilities to wash hands.</p> <p>Keep ignition sources away from flammable chemicals. Do not allow welding work near the footwear workshop. Safe, locked, storage of chemicals. Fire extinguisher.</p>
Physical hazards <ul style="list-style-type: none"> lighting heat noise humidity vibration 	<p>Lack of natural light. Poor illumination.</p> <p>Lack of natural ventilation, few windows, no fan, crowded workspaces.</p> <p>Noise from some pressing machines. Loud radio and TV.</p> <p>Humidity: lack of ventilation and wet walls. Mold, mildew.</p> <p>Hand-arm vibration from some pressing machines.</p>	<p>Eyestrain, impaired vision. Increased accident hazard.</p> <p>Heat cramps, exhaustion.</p> <p>Hearing impairment, headaches, and high blood pressure.</p> <p>Mold. Respiratory problems, rheumatism, tuberculosis.</p> <p>Reduced blood flow.</p>	<p>Increase natural lighting. Change burnt bulbs. Adequate lamps.</p> <p>Adequate ventilation. Drinking water. Local roof, space for workers. Use a fan. Avoid work during dark hours.</p> <p>Purchase machines with noise control features.</p> <p>Don't work near wet walls. Proper cleaning and housekeeping.</p> <p>Use gloves.</p>
Ergonomics hazards <ul style="list-style-type: none"> awkward postures repetitive movements forceful tasks tools and equipment design heavy lifting, carrying, moving 	<p>Squatting or sitting cross-legged on the floor. Uncomfortable seats/benches, working surfaces.</p> <p>Frequent flexing and extending arms and wrists.</p> <p>Working higher than elbow levels. Repetitive, tedious, work is involved in all process stages. Hard tools handles.</p> <p>Lifting, moving, carrying heavy items such as boxes and bulky materials.</p>	<p>Fatigue and injuries in legs, knees, back, neck, arms.</p> <p>Strains and sprain in hands arms, shoulders, legs and knees, tendon related disorders. Carpal tunnel syndrome. Callouses and blisters.</p> <p>Back injuries. Low-back pain.</p>	<p>Arrange comfortable workstations to allow working at the. Avoid pinch grips. Chairs with sturdy backrests or adjustable chairs. Rest breaks, work rotation.</p> <p>Use automated machines or electric cutting tools to reduce force. Softer and larger handles in tools.</p> <p>Children should not lift or move heavy loads. Use carts and other lifting aids. Train safe lifting techniques.</p>
Psychosocial hazards <ul style="list-style-type: none"> low income long working hours no social security benefits poor housing and sanitation lack of health and child care abuse 	<p>Low wages on a piece rate basis. No social security benefits. Irregular employment. Long working hours. High-paced production. Isolated work. Lack of worker interaction.</p> <p>Over-simplified work tasks.</p> <p>Verbal and physical abuse: bullying, sexual harassment, and violence.</p> <p>Home-based informal sector workshops in slum areas. Poor housings and waste management. Inadequate sanitary facilities. Floods. Malnutrition. No health or childcare.</p>	<p>Hypertension, headaches, heart diseases mental health problems: depression, anxiety, suicides. Drug (glue) addiction.</p> <p>HIV/AIDS, sexually transmitted diseases</p> <p>Infectious diseases. Dysentery, tuberculosis.</p>	<p>Children should never, in any circumstances, work over eight hours a day. Minimum wages, social security benefits.</p> <p>Max eight-hour workday, adequate rest breaks, and weekly rest. Work rotation. Enlargement of work tasks.</p> <p>Counselling. Rehabilitation.</p> <p>Renovation of houses. Adequate latrines and washing facilities. Provide health services and childcare facilities. Empowerment of women. Community development.</p>
Biological hazards <ul style="list-style-type: none"> insects rodents 	<p>Dirt, bites, and stings from mosquitoes, bees, flies, cockroaches, ants, rats, worms, bacteria, fungi, mold.</p>	<p>Diarrhoea. typhus, malaria, dengue fever, skin irritation. Tetanus, leptospirosis.</p>	<p>Sanitation improvement. Good housekeeping practices. Pest control.</p>

2. RESULTS OF THE RAPID ASSESSMENT

Indonesia footwear producers can be categorized into two main groups: small- and medium-sized producers with or without their own brand names who mostly supply the local market and big and export-oriented subcontracting producers for foreign brand names, such as Nike, Adidas, Reebok, etc. Big footwear factories can be found mostly in East Java while small-scale producers mainly targeting the local market are found mainly in West Java.

The Central Bureau of Statistics (1996) identified several informal footwear production centres in West Java. Before the research team decided the areas to be selected for the fieldwork, they conducted preliminary field visits to all the areas identified by the CBS. These areas included Kebarepan village, Jomin village, Nyomplong, Sukaregang, Sukawening, Ciomas and Taskimalaya. Most of these centres have experienced great declines in business since 1996, and footwear business is still strong in only two of the areas – Ciomas and Taskimalaya – in addition to Cibaduyut where the current project is located. It is worth noting that 1996 was the peak year of the shoe industry's glorious era in Indonesia. The economic recession triggered by the 1997 financial crisis has resulted in shrinking local as well as national market demand while the price of mostly imported raw material increases, particularly with the plummeting of the rupiah's exchange value.

Main findings from Ciomas

Ciomas is a semi-urban sub-district region with agriculture features, situated close to Bogor. The footwear industry in this area dates back to the Dutch colonial period (around 1920). Currently, production activities are found in at least 13 villages in three sub-districts: Ciomas, Tamansari and Bogor Selatan. In the 13 identified villages, footwear production is the main source of income. The largest numbers of workshops are found in six villages: Parakan, Mekarjaya, Ciomas, Pasir Eurih, Sirnagalih and Kota Batu. The number of big and small workshops in these villages was estimated at around 1,500. When home-based operations were added the estimate increased to between 2,500 and 3,000 operations.

The main products of the workshops are foam-rubber sandals and leather sandals, which are sold in shops in Bogor, Jakarta and surrounding cities. There is no original design work carried out; sandals are made based on customers' orders. Ciomas craftsmen generally deal with the footwear-making process only. External parties control almost all the remainder of the process, starting from supplying raw material to the marketing. Big workshop owners receive orders and subcontract work beyond their own operations to smaller and home-based workshops. Other players provide capital and also control access to markets. There is a collector who is a middle trader who buys products from workshops. The arrangements essentially reduce the footwear craftsmen to the status of labourers selling their manpower.

In Ciomas big workshops employ more than 15 labourers and are able to produce 2,000 pairs per week. The big workshops use production tools like electric sewing machines and pressing machines and sometimes have their own warehouse. A big workshop usually shares its workload with smaller workshops. These smaller operations employ 5-10 labourers and produce 1,000-2,000 pairs per week. The owners of small workshops are usually also the craftsmen. Home-based workshops employ not more than 5 labourers and may produce 600-1,000 pairs per week. The home-based operations use part of the house such as the living room, terrace or a kitchen corner as the workspace.

In terms of education, access to schools is limited, except for villages in South Bogor that have more facilities available than in the other sub-districts. The biggest complaint of parents interviewed was that the expensive transportation and school fees do not allow them to send their children to school, especially to secondary school. Aside from the limited access, there are also parents for whom education is not always a priority. Basic and secondary education facilities are

available in almost the whole of the Ciomas footwear industry area. There are 42 primary schools, 6 secondary schools and 4 senior high schools.

Some areas in south Bogor district have a drinking water supply but most of the footwear-producing villages do not receive the service. Local villagers use well water for drinking and washing. The local Public Health Centre's records list many cases of diarrhoea, gastroenteritis, tuberculosis, skin rash and cough. Houses usually are not equipped with proper toilet facilities. They mostly use water from ponds for bathing and drinking. In three districts where footwear production takes place, there are 11 public health centres. Five of them are located in main footwear-producing villages.

Working children are mostly found at small and home-based workshops, working to help their parents. Their involvement starts when they are 9 or 10 years old or at the third or fourth grade of primary school. The number of child labourers estimated during the data collection period in the three sub districts was around 5,000, concentrated in four villages: Mekarjaya, Parakan, Simagalih and Pasir Eurih. ILO-IPEC experience in other footwear districts suggest that this estimate may be on the high side, but initial base line monitoring would establish an accurate picture.

Main findings from Tasikmalaya

Tasikmalaya is a fertile mountainous area in the eastern part of West Java province. Most of its inhabitants, earn a living from plantation and agriculture work. There are many Islamic boarding schools located here that attract people from afar who come to study Islam. Some sub districts are producers of handicrafts, embroidery work, furniture and footwear. The Tasikmalaya footwear-producing area covers 12 villages in three sub districts: Mangkubumi, Tawang and Taman Sari. The highest concentration of operations is found in the villages of Mangkubumi and Gobras.

The informal footwear industries in Tasikmalaya also date to around 1920. The main product of Tasikmalaya is leather sandals which are sold in the market in Cikurubuk, a suburb of the city. Middlemen buy from the market and distribute the sandals to other cities in Java and Sumatra. While Ciomas craftsmen are more appropriately called labourers as they are employed in big or medium workshops, the Tasikmalaya workshop owners are more like entrepreneurs seeking capital for themselves to keep the business going. They have created, "brands" and produce their own styles as the range of selection in the Cikurubuk market indicates: *Geulis* (which is Sundanese for "beautiful"), and *Modena* (a club of Italian football league).

Generally, a group of five workers, including child labourers, organized by a workshop owner produce the sandals in Tasikmalaya. They are paid on a piece-rate basis, counted in score units (one score contains 20 pairs). Wages for a score of sandals ranges from 8,000 Rp. to 20,000 Rp. (app. US\$1 to \$2.30) Child labourers, whose tasks are more as an assistant to the other adult workers, are paid less.

Compared with Ciomas and Cibaduyut, there are not many big workshops in Tasikmalaya; most are small or home-based workshops. It is estimated that there are some 2,000 workshops whereof 1,500 are home based or small workshops. Some use almost their entire house, except for the kitchen and bedroom, as the workspace. The "small" workshops are often semi-permanent wooden buildings.

One of most critical development issues in Tasikmalaya regency is the high number of school dropouts. In 2002, there were 23,000 primary school and Islamic primary school graduates and only half of them continued on to secondary school.

As in Ciomas, the awareness of the worst forms of child labour, related legal framework and issues on occupational safety and health are low. Accident hazards are not considered an important problem. Employing children is not considered bad; children are even encouraged to work.

Child labourers work as assistants with tasks to glue pieces together, smooth the finish using a grindstone, and clean off the dried glue remains on the sandal. Usually the child labourer is the son or daughter of the workshop owner or from one of the surrounding villages. Initially, they work in their spare time before going to school. However working in a workshop can become a routine activity to earn extra money or to pay school fees and often leads to children dropping out completely.

It is difficult to estimate the number of child labourers in Tasikmalaya because the footwear-producing area is spread across several villages in a wide area. The Rapid Assessment suggested a figure of 4000, with half below 15, but again the initial project base line monitoring would seek to compile an accurate picture.

Child Labour in the Informal Footwear Sector

During the Rapid Assessment interviews were conducted with 134 boys and girls – 71 children in Ciomas and 63 in Tasikmalaya.

The majority of the child labourers were male; In Tasikmalaya they were 97% male while in Ciomas 65% were male. Child labourers in Ciomas enter footwear production at an earlier age compared with young workers in Tasikmalaya. Ciomas labourers started at elementary school age, while in Tasikmalaya most began at secondary school age. The average age of Ciomas child labourers was younger than in Tasikmalaya.

Approximately 68% of the children working in Ciomas combine schooling with working while most of the child labourers in Tasikmalaya (89%) no longer go to school. Of those interviewed, most said they were unable to afford the school fee. Other reasons for leaving school included earning money, no interest, and following friends who had dropped out and were working in a workshop.

Working Conditions

The small workshops in Ciomas and Tasikmalaya are usually between 15 and 100 sq m in size with 5-10 employees who are most likely related somehow to the owner. Production ranges from 50 to 100 scores per week. The small working space greatly limits workers' mobility. Though there is an effort to set up a permanent working position for each task, there is not an obvious separation of work functions. Apparently this situation is purposely created so if there is a change in the orders (for instance, from sponge sandals to leather sandals), then the workers can adjust quickly. Some small workshops have good ventilation, but most do not. Hazards noted during the observation of the workshops include the prevalence of flammable materials, the use of a kerosene stove to "bake together" the upper and the lower materials of a shoe, and poor electrical wiring.

In the case of the home-based operations, which have the same technology level as small enterprises, the workshop is likely to be beside or behind the house. In the room called "the workshop", the main piece of equipment is a sewing machine. Other tasks involving scissors or sewing tools may take place in other parts of the house (terrace, living room, family room or near the kitchen). The production capacity is 30-50 scores per week. The workshop owner is the craftsman relying on his family in the production process.

Children in Tasikmalaya worked longer hours each day (eight hours on average) than those in Ciomas (five hours on average), which is another illustration of how more children in Ciomas combine school and work. Most of the child labourers in Ciomas start working at 1200-1300 hrs, when they have finished school. Some admitted to working late, between 22.00-23.00 hrs. Child labourers in Tasikmalaya begin their workday 0700-0800 hrs and finish at 1600 hrs.

Children are also exposed to chemical hazards from the glue and liquid solvent used in making shoes. Gasoline is used as a thinning agent in some workshops as well. The glue packages do not

contain any information about the chemical contents so it was hard to determine the extent of the hazards. In both focus areas, the young labourers admitted feeling dizzy when they first started working with the glue; the dizziness gradually disappeared as they got used to the smell.

In both focus areas, there is a common opinion that the hazards caused by glue can be reduced with good ventilation. In reality, however, very few workshops have any ventilations system, most even lack windows, or have windows that cannot be opened. In addition, many workshops are located in the middle of dense housing settlements.

All the child labourers interviewed for this assessment worked in either small or home-based workshops. When children work, they sit on dusty concrete floor in a small space surrounded by the tools and mounds of raw material – this is the typical working environment in small and home based work places. Some children were observed lugging large heavy sacks containing materials or sandals. Injuries from burns when using the kerosene stove to bake the upper and lower portions of a shoe together, as is done in Tasikmalaya, also occur.

3. INTERNAL COORDINATION

The presence of children working under hazardous conditions in the informal footwear sector in Cibaduyut, Bandung, West Java, led to the creation of the ILO-IPEC implemented project targeting elimination of child labour in this sector. The project is funded by US Department of Labour. The first phase of the project came to an end in September 2002 and was followed by a second phase to be ended in July 2004. The footwear component of the project of support will to a high degree build on and replicate the extensive lessons learned and models that have been developed under the ongoing footwear project.

While Cibaduyut remains one of the main footwear producing areas in West Java, the number of children involved in this sector has decreased sharply as a result of the various project interventions. Therefore, ILO-IPEC will almost fully withdraw from Cibaduyut after the closure of the ongoing project in July 2004. The project of support will however, continue to be active in Cibaduyut regarding the child labour monitoring component. While it is expected that the existing community based monitoring system will be sustained and independent by July 2004, the project of support will continue to network with the established structures in order to have ongoing access to data and information of the child labour situation in Cibaduyut.

4. PROJECT STRATEGY

The project of support will contribute to eliminating child labour in the informal footwear sector in Indonesia by allocating resources for the following specific approaches:

- The project will start by conducting further baseline surveys mapping workplaces where children are found. The findings will be the basis for programming of the social protection component.
- The social protection component – including awareness raising, educational services, health services, income generating activities etc. – will seek to systematically prevent and withdraw children below the age of 15 or aged 15-17 from hazardous work by providing them with suitable social protection services.
- A community based child labour monitoring mechanism will be developed to ensure that children will be removed from their workplaces and stay out of other forms of hazardous work, and that workplaces remains child labour free.
- A component aiming at improving working conditions through provision of occupational safety and health services will make it possible for older children (15-17) to continue their employment in a non-hazardous environment.
- The project will also seek to improve capacity and build networks of stakeholders.

Conducting Baseline Surveys

The rapid assessment conducted as part of the preparatory work for the development of the project of support has provided an initial picture of the child labour situation in the informal footwear sector in West Java. The study should, however, be followed by a baseline study/mapping exercise. The objective of the baseline study/mapping is to verify the findings (especially when it comes to providing figures of the number of children working in the footwear sector in these two areas) and map the exact location of workshops. The data generated from this study will be used as the baseline data against which the progress of the project of support will be measured.

Depending on the accuracy of the child labour monitoring component, it might also be necessary to conduct a similar baseline survey towards the end of the project of support in order to provide an accurate picture of the impact of the project. The baseline survey can also be combined with a tracking component.

Increasing the level of Social Protection

Prevention and withdrawal of children from hazardous footwear production is among the key strategies of the project of support. For communities in the two focus areas, child labour has been a common practice for many years and is not perceived as a problem. Experience from work in other footwear areas shows that much can be achieved by developing community awareness and support. Awareness raising on children rights and the worst forms of child labour needs to be conducted among the general public and specifically among craftsmen's families, village administrators, labour inspectors and government and district-level legislators and officials.

The project focus is on the family, in order to enable other members of the working child's family to avail of the services provided. The parents will be targeted for community mobilization, group formation and training in income-generation activities, including linking to credit schemes, and access to improved technology when applicable. Dialogue with other groups such as employers and professionals (teachers, physicians and nurses, journalists, and others) in the community will be encouraged.

The social protection component will build on the experiences and lessons learnt from the ongoing footwear project in Cibaduyut and replicate successful approaches to the new target areas. Social protection activities will be implemented through a number of action programmes. These will mobilize communities on the child labour issue and provide alternatives to the children withdrawn from work, their younger siblings, and their families, but also act preventively towards other children at risk, so that they can make decisions leading towards better lives. The main activities under the social protection component are as follows:

- Facilitating the **organizations of parents and other committees at the community level** to enhance interest and involvement in child education and welfare, especially in managing child creativity centres and other direct services. This component is closely related to the community based monitoring approach (see below).
- **Linking the formal school system** through orientation of teachers and school administrators and integrating the children, particularly the younger ones below 12 years old, into the regular school system. The project will take steps to ensure that children below the age of 15 are attending school or **non-formal education**. Initiatives will be developed with teachers and the community to identify children at risk of dropping out and to put in place preventative measures. The project in Cibaduyut has successfully worked with the PGRI (Teachers Association) and ways to expand that collaboration will be sought.
- Initiatives to shift the economic responsibilities from children to adults by increasing the capacity of adults through training in **income generating activities**, training in marketable skills (i.e.. footwear design training, recycled paper activities, sewing, basic milling, automotive repair) and providing micro finance services. Ways of linking with the

- microfinance scheme established in Cibaduyut in collaboration with LPKM (the Catholic University) will be sought.
- Implementation of **livelihood** activities to (older) children as a substitute to hazardous work.
 - Provide **vocational training** for alternative, non-hazardous employment for withdrawn and prevented children and provision of **apprenticeship** schemes for children aged 15-18 who have successfully completed vocational training, or who are interested in developing their skills in footwear production. The project in Cibaduyut has together with the Bandung Institute of Technology developed a form of vocational training called “Creativity Training” where children were trained on skills related to footwear design. This programme has been very popular and is an interesting example of upgrading skills already possessed by the target group, and illustrates how a shift from hazardous work to non-hazardous work within the same industry can be made. Manuals developed under this programme can be utilized in the new areas for similar training programmes.
 - Establish and strengthen linkages with existing **health** providers' facilities for the provision of regular health care services to children removed from work. In Cibaduyut a number of health cadres and professional doctors have been working with the project on a volunteer basis to provide medical services and health educating to the target groups. The programme, implemented by Uli Albab Foundation, has been very successful and ways to replicate this model will be sought.
 - Provide **recreational activities**. Though not a major strategy in Cibaduyut, it has been a useful support to other programmes as a way of reaching out to the target groups and provides a forum for awareness raising. The *Child Creativity Centers* have been the main provider of recreational activities, as well as being a centre for various kinds of activities such as meetings and trainings for community groups.

Establishment of a Community Based Child Labour Monitoring System

The component on child labour monitoring will ensure that children will be removed from their workplaces and that the workplace remains child labour free. The other main focus of monitoring is to ensure that children stay out of hazardous work once removed or prevented from entering. Active monitoring of the social protection sites, home-villages, families, and the children themselves will ensure this second objective of the monitoring approach. This includes establishing cooperation with concerned employers and families engaging children in work, and local district authorities, which are essential to an effective implementation of the monitoring component. Experiences from the ongoing footwear project in Cibaduyut will be very important when designing the child labour monitoring system for the new areas.

Joint monitoring activities – by government officials, field workers, local community organizations and especially the community members – will be formulated into a community monitoring system, developed by the participants to reflect their needs. The ILO and its partners will facilitate the effort so that the system can respond to community needs. Bringing in key members of the Cibaduyut monitoring team to Tasikmalaya and Ciomas will help in terms of transferring visions and missions of the current monitoring model and will play an important role in facilitating the replication of the monitoring model to the new areas.³⁴

The child labour monitoring model in Cibaduyut combines the two objectives of generating information on and monitor the status of (ex) working children and targeted workshops for monitoring purposes with an objective to increase social sensitivity and raise people's awareness, particularly of the hazards and possible dangers of involving children in the production process. The monitoring involves various stakeholders in the society, including informal community leaders, religious leaders, youths, parents, field workers of the implementing agencies, and the local government.

³⁴ In Cibaduyut, the lead agency for the child labour monitoring component is the *Occupational Safety and Health Committee*. The OSH committee is strongly supported by volunteers from other partner agencies such as health providers and teachers.

Although the child labour monitoring approach in Tasikmalaya and Ciomas will have to be modelled around the available future partners, the main steps of the approach could include the following:

- Identification of change agents (potential monitors) through facilitation of meetings at the cluster level. These meetings should bring together a broad range of stakeholders.
- Training of the change agents to become monitors. In order for these change agents to become monitors, they need to meet a number of criteria such as having knowledge of child labour and OSH issues and be willing to allocate time to work with other community members to encourage them to reject child labour.
- Conducting workplace and homes visits. The experienced monitors from Cibaduyut will be an important resource in order to train new monitors on how to conduct these kinds of visits. They will monitor the presence of working children, working conditions of the bengkels as well as persuade the owner or the skilled labourers (tukangs) not to employ children to do hazardous work. They will also visit parents of working children to discuss child labour issues. As part of their tools, they will use advocacy materials including the PATRIS manual (see below section on OSH) calendars and other materials.
- Establishment of a monitoring database. In order to ensure that the results from the monitoring visits will be kept and utilized properly, a monitoring database will be established. The database used by the community based monitoring team in Cibaduyut can serve as a model. After each monitoring visit, the monitor should fill in a monitoring form. These forms will be submitted to a coordinator daily who will be responsible for ensuring that the results of the monitoring visits will be inserted in the monitoring database.

Improving Working Conditions

According to the ILO Convention 182, children below the age of 18 should be removed from the worst forms of child labour and be rehabilitated and reintegrated. This is in line with the traditional ILO-IPEC approach, which seeks to withdraw children from hazardous work. Under the ongoing footwear project, however, a combination of this traditional approach and a new approach have been used, focusing on reducing and eliminating hazards from the workplace, thereby making them acceptable working places for young workers aged 15 and above. The occupational safety and health (OSH) component aims at building the capacity of employers and workers to recognize and deal with OSH issues and to improve working conditions through low-cost measures. The new project of support will continue to build on this approach. The OSH component will consist of the following components:

Studies: Technical studies in order to strengthen the justification of the need of OSH applications are important. Under the ongoing project, a study looking at the correlation between chemicals frequently used in footwear workshops and health problems including cancer and lung disorders among footwear workers. Two other studies that are currently ongoing measure the correlation between increased productivity and improved working conditions and the possibilities to substitute solvent-based glues with water-based. The project of support will build on these findings and verify to what extent they are applicable in the new target areas.

Training: A targeted training module on hazard identification and how to improve working conditions has been developed under the ongoing footwear project. Existing training materials such as the ILO *Workplace Improvement for Small-medium scale Employers* (WISE) and *Participatory Training for Informal Sector* (PATRIS), as well as findings of the OSH related studies, form the basis in the training package adopted to fit the specific needs of informal footwear producers. This training package will be used in training of, among others, footwear workshop owners, community leaders, workers and employers' representatives, labour inspectors and members of the community-based child labour monitoring teams in Ciomas and Tasikmalaya.

OSH Committee: The project of support will also facilitate the establishment of OSH Committees in Ciomas and Tasikmalaya. Modelled after such a committee in Cibaduyut, it can consist of

community members, labour inspectors, employers and workers representatives and other concerned community members. Besides highlighting child labour issues, the Committee aims at raising the community's awareness on OSH issues. One of the main tools used by the OSH Committee in Cibaduyut is the manual entitled "*Improving Safety, health and the Working Environment in the Informal Footwear Sector*". This manual is an adoption of the ILO PATRIS Manual with pictures and examples from Cibaduyut. The manual is available in three languages; English, Bahasa Indonesia and Sundanese (a language widely used in West Java).

Development of Model Workshops: An approach that proved to be successful in Cibaduyut is the establishment of so-called *Model Workshops*. Under this approach, concrete examples on how working conditions can be improved by low-cost means have been developed. Workshops currently characterized by very poor working conditions will be converted into workshops with acceptable OSH standards. The modifications can include working environment, interior and building lay out, supporting facilities, air circulation, lighting and other facilities necessary to build an ergonomic, healthy, safe and comfortable workshop. The model workshops can also be good examples on how OSH related improvements are directly connected to increased productivity and thereby increased profits. Study visits can be facilitated to the model workshops in order to disseminate to other interested workshop operators the knowledge on low-cost OSH measures and elimination of child labour from hazardous conditions. Posters, brochures, leaflets and tailored guidelines on OSH management systems have been developed to generate self-replication of the of model workshops under the current project and can be used in the new areas in order to replicate this approach.

Improving Capacity and Building Networks

Activities under this approach include investments in structures and mechanisms such as assistance in improving legislation, law enforcement and policy making. One area where the project of support will be key is to assist the provincial government to develop and later on enforce a new provincial decree on the worst forms of child labour. Although the provincial government has indicated that such a decree will be developed, the required work has not yet been initiated.

Training and seminars will be organized for local government and non-governmental organizations and other civil society organizations to strengthen institutional capacity, such as in area design management and evaluation of IPEC action programmes, resource mobilization etc. It is crucial to develop networks between, and build capacity of, the government and the community in order to improve their participation in community based monitoring systems, not only for responding to practical purposes, but also for strategic reasons in helping the community to tackle other important problems and to accommodate and initiate change in the community.

Under the ongoing footwear project, a *Project Implementing Team (PIT)* consisting of all partners who are/have been implementing action programmes, has been established. The PIT has been very effective in terms of coordinating and planning activities among the various actors. Presently, the project is coordinating with the provincial government to institutionalize the PIT as a sub-committee to the Provincial Action Committee on the Worst Forms of Child Labour that is currently being established in West Java. It is expected that the PIT can extend its function to provide assistance to the project of support in developing its activities in the two new areas.

The current footwear project is also trying to prepare ground for the support programme through an Action Programme implemented by Cibaduyut Small-Scale Employers Association (APSC) with the objective to establish a broader networking mechanism among employers, skilled workers and other stakeholders in Cibaduyut, Tasikmalaya and Ciomas. Under this programme, key stakeholders from Tasikmalaya and Ciomas will be brought together with stakeholders in Cibaduyut and sensitised on the ongoing project. Study visits to project sites in Cibaduyut will also be conducted. It is hoped that this activity will provide an entry point and kick-start to the footwear component of the support project in the new areas.

5. DIRECT BENEFICIARIES

	Non-formal or basic literacy education provided by project			Vocational, pre-vocational or skills training provided by project			Referral only to formal education system			Subtotal educational and training services		
	(Cat. 1)			(Cat. 2)			(Cat. 3)			(4 = 1+2+3)		
	M	F	T	M	F	T	M	F	T	M	F	T
Total Direct Beneficiaries	600	150	750	600	150	750	600	150	750	1,800	450	2,250
Of which												
Withdrawn	200	50	250	200	50	250	200	50	250	600	150	750
Prevented	400	100	500	400	100	500	400	100	500	1,200	300	1,500

	Other services (excluding education and training)			Total		
	(5)			(6 = 4+5)		
	M	F	T	M	F	T
Total Direct Beneficiaries	3,800	950	4,750	5,600	1,400	7,000
Of which						
Withdrawn	1,000	250	1,250	1,600	400	2,000
Prevented	2,800	700	3,500	4,000	1,000	5,000

D. Children working in mines

1. GENERAL BACKGROUND AND POLICY ISSUES

Many types of mines can be found in Indonesia, including gold and coal mines. The involvement of children remains largely undocumented, although even the official figures show that children are involved in significant numbers, totalling 44,626 under 17 in 1999. 37% of these workers were under 15 years old and 18% female.

An example of children working in mines is the illegal gold mining widely undertaken in East Kalimantan. There are two types of gold mines: quarrying (in the river or on the surface) and in the ground. Many children are employed in such mining. Children in river mines often have to control the crane and separate the gold sediment from dirt or other substances by using mercury, a highly toxic substance. The use of mercury is damaging the health of children and polluting water sources. In ground mines children dig the ground, break up the granites and use mercury to separate the gold. They usually work 10-12 hours a day during the dry season, but when the rainy season comes, working hours are shorter and sometimes there is no work at all. The conditions are poor, without clean water available, direct exposure to the sun and no safety equipment. The use of mercury with bare hands is known to cause skin problems and brain damage. Children suffer from cold and malaria by standing in the water during the rainy season and from diarrhoea during the dry season. Children working underground risk suffocation in accidents. A major accident in a mine in the area in 1998 claimed 32 lives and it was reported that half the dead were children.

The National Action Plan states that working in mines is one of the worst forms of child labour. One of the projects of supports targeted interventions will be in a gold mining community, Long Iram sub-district in East Kalimantan. This intervention will act as a basis for extending the project

2. RAPID ASSESSMENT

The type of mining location researched is commonly called *pertambangan rakyat* (community mining). This type of illegal mine can be found in many regions in Indonesia spread across Kalimantan, Sumatra, Sulawesi, West Java, East Java, and Papua.

The location of the study was Kelian Dalam village, in Long Iram sub-district, which is located in West Kutai regency East Kalimantan. West Kutai regency is one of the largest regencies in East Kalimantan and relatively sparsely populated. 70% of the land is still forested. 21.77% of families have the status of *prasejahtera* level (pre-welfare level or poorest of the poor)

The village is situated on one of the tributaries of the river Mahakam, in West Kutai regency. It is the site of a community gold mining located close to a large commercial gold mine owned by PT Kelian Equatorial Mining (PT KEM). There is a likelihood of that mine closing in the next two years, a situation that could increase significantly the number of families involved in community mining.

The sub-district has 21 villages, some of which are home to the native community while others are transmigration villages inhabited by migrants who have moved to the area since the early 1980s. There is a significant social resentment from the locals towards the migrant newcomers. The villagers are divided into several groups, mostly based on ethnicity.

The main transportation infrastructure is the village road that connects the village to Long Iram Kota, the district capital. To reach the road, the villagers have to cross the river using ferry boats. Presently a bridge is being built to connect the village to the road. Due to its location, the commonest vehicle used for transport is the river boat. In the village, two river landings are

present: one downstream and one upstream. Taxi boats are available to serve the daily needs of the villagers.

Besides gold mining and farming, inhabitants of Kelian Dalam work in small businesses, opening shops and food stalls, of which there are about 20. Usually the shops sell clothing and basic needs, and also gold prospecting supplies such as mats, mercury, PVC pipe, hoses and pans. The shops also buy the gold from individual miners. The shop owners will then sell the gold elsewhere, in Banjarmasin or Samarinda. Unit workers sell their gold through the respective unit owners directly to Banjarmasin or Samarinda.

Schools and primary health care

Kelian Dalam village has a state elementary school, an Islamic religious school and an Islamic kindergarten. When the children are entering school age, their parents enrol them in the elementary school and the religious school. The villagers think that the education conditions in the village are very low. Children have to travel a long distance to junior secondary school and when they arrive they often find that the teacher is absent.

In normal conditions or in the dry season, the villagers bathe and wash in the river, including brushing their teeth. None of the houses in Kelian Dalam have bathrooms and toilets and the river is used as a toilet. PT KEM provides clean drinking water for the inhabitants of Kelian Dalam. Kelian Dalam does not have any *bidan desa* or *bides* ('village midwife'), paramedics that usually work in village level. Most of the illnesses suffered by the villagers are skin diseases and upper pulmonary tract infection. The damp and polluted working conditions result in many workers having respiratory problems. *Posyandu* (integrated health services, especially for expectant mothers and young children) is held once each month.

Child Labour

According to the 2000 census, Long Iram sub-district has 5,060 school-aged children, which is 32% of the total population. Based on its assessment of child labour in the Kelian Dalam village the team responsible for the Rapid Assessment suggested there were likely to be around 1485 child labourers in the Long Iram sub district.

The work processes

Three mining methods are used in Kelian Dalam: *sedot kering* (dry suction), *sedot selam* (wet/dive suction), and *rujak* suction. A dry suction unit is normally located about 50 meters from the river, sucking sand from the surrounding land. Wet and *rujak* suction units are located in the river, sucking sand from the riverbed. Spray units are located at the dry ground, but are no longer used. Each unit requires different numbers of workers with different specializations. There are no special requirements for workers in the dry suction units. In the *rujak* suction units a diving ability is required.

Mercury

A significant danger faced by gold miners, including children, is the use of mercury. The child labourers in the units do not use mercury, since the work of separating the gold from the *puya* is done by the unit owner or headman. However, the children not working in the units do this operation themselves, or sometimes assisted by their parents. Of the 36 child labourer interviewed only 2 thought mercury poisonous. Generally, the workers do not think that mercury poses any danger, even when swallowed. The gold prospectors in Kelian Dalam use mercury as if it were plain water. They mix mercury with gold using bare fingers.

Occupational Safety and Health Hazards in Mining		
Categories of mining	Safety risks: main types of accidents	Health risks
Surface/quarrying	Trips or falls	Pulmonary infection
Panning - streams, rivers	Being hit by something	Skin diseases
Diving - rivers	Effects of cave-ins, rock falls	Heat/ damp
Underground	Unguarded machinery	Exposure to dust
	Drowning	Effects of poor ventilation
		Effects of noise
		Effects of vibration
		Cramped workplaces
		Exposure to mercury/chemicals
Reasons for accidents (from ILO Sector survey in 40 developing countries)		
Management/Operation	Equipment/workplace	
<ul style="list-style-type: none"> • Lack of safety culture • Violation/lack of regulations • Negligence • Lack of inspection • Lack of training • Poor management • Over-exertion • Substance abuse • Anarchic exploitation 	<ul style="list-style-type: none"> • Cave-ins, rock falls • Misused explosives • Poor ventilation • No protective equipment • Poor access/exit • Obsolete equipment • No maintenance • Improper equipment use • Poor working conditions 	

Hazards of sedot kering method

Rock falls are common hazards in the dry suction unit. Other hazards with fewer consequences include minor injuries to the hands and feet from fallen stones. The workers wear no safety equipment. The workload increases in the dry season when rest and sleep is reduced. The village nurse said that case of anaemia increased in the dry season. The fumes of the engines and pumps caused air pollution, and the workers have to work soaked in the pits. The village nurse said that pulmonary infection and skin diseases are the most common health problems among mining workers.

Hazards of sedot selam and sedot rujak methods

Diving is the most hazardous occupation in the units. The murky river water does not allow the divers to see the falling debris, even collapsing walls. The cramped pit walls, only 2-3 m diameter, do not allow divers to escape collapses. No special medication is given, and the injuries heal on their own. Diving to a depth of 8-10 meters from the river surface often cause bleeding in the divers' noses and ears. Exhaustion and unconsciousness due to lengthy dives and lack of air can occur. The workers in *rujak* suction unit are almost always soaked to the legs at work, only while they sleep are they dry. In these units, there is one pump and a *dongfeng* engine. The pump is powered by a belt coming from the *dongfeng* engine. The belt is unprotected, and workers near the belt might be caught and injured or even killed. In daytime, the belt might be easily seen, but in the poor lighting conditions in the evenings, accidents can happen.

Hazards to the lenggang workers (workers who pan gold)

The individual workers face fewer hazards than unit workers. The *lenggang* workers only have to face the risk of injuries at the hands and feet from wood, sand and glass debris when they were

collecting sand to pan. Other risks not directly caused by the production process include various diseases caught from elements in the river water, especially skin diseases.

Panning is done in a cross-legged sitting posture in the river. This position prevented backaches and eases the collection of sand, since the workers need not to bend too much. In this position, they waded up to their waist. Most of them do not feel the cold, having been accustomed to the water. However, the skin sags and becomes sensitive, especially the soles of the feet and the hands. This causes the skin to cut easily if they step on sharp pieces of wood or stones.

Child Labour in Mining in Kelian Dalam

The survey for the rapid assessment conducted 64 interviews, 36 with children, 14 with households, and 14 with owner/supervisors.

The children working in the units often perform the same jobs as the adults, for there is no division of labour by age. Mining for gold, especially in the units, is hard work. Besides the high risk due to the hazards, the occupation demands a high standard of physical abilities. Some jobs even cause pain, such as diving. Diving is performed by all workers, adults and children, male and female. Children are not normally involved in the washing of the mats, *lenggang* and separating gold from the *puya* since they are regarded as less careful than adults, so some gold might be lost into the river again. Working in an adults' workplace often physically exhausted children. They also developed adult habits. Smoking, drinking alcoholic drinks and gambling are common amongst the children.

The children who work individually work between 1-6 hours daily, but those in the units work between 8-14 hours. The rapid assessment suggested one third of the children interviewed only worked for 1-2 hours daily. Many of the children interviewed had been working for a long period of time. 17 (out of 36) children had worked for four years or more.

Responses to Child Labour

West Kutai Regency Educational Agency is trying to advance education. All school-age children are expected to continue their education and incentives in the form of scholarships are offered. Needy junior high school students are given up to Rp. 20,000 per month, while excellent ones will get up to Rp. 30,000 per month. At the high school level, the subsidy is Rp. 50,000 per month. However lack of teachers, is an impediment, as is the accessibility of junior secondary schools.

Several NGOs and local initiative organizations are present in West Kutai. Most work in the forestry, natural resources or environmental issues. They are united in the "West Kutai Forestry Program Working Group". In the agricultural sector, there is CARE International, promoting alternative technologies.

3. STRATEGY AND APPROACH

The Rapid Assessment found that the majority of the gold miners come from outside the District of Kutai Barat. Most come from different ethnic groups and from other provinces including South Kalimantan and South Sulawesi. Some still have strong link and regularly return back to their home villages. Many local people and local government officials resent that migrant workers do not pay income tax and send much of their income to their home villages. However, they are concerned at the activities of the mining community since the illegal gold mines create environmental damage by discharging toxic waste (mercury) into the river, and by destroying the forest and landscape through excavations. Tensions between communities may be a factor in delivery of the project.

The environmental issue is important in the whole province of East Kalimantan. There is a national NGO network on mining (JATAM) at the provincial level, and another environmental network WALHI has also been active in the area. Both strongly criticize mining operations such as gold, coal, sands, etc in East Kalimantan, which they say is damaging the whole environment and gives small benefit to the local people.

The mining concession of PT KEM (Rio Tinto) will end in 2004 and the closure of the mining site of PT KEM will attract more illegal gold miners to come to this site, as many will believe there is still significant deposit of gold in the mining site. The property and infrastructure of PT KEM will be taken by the district government of Kutai Barat to be used for local government offices and other social function purposes.

The project plans begin activity in the Long Iram sub-district, of Kutai Barat. To generate support of local stakeholders, after initial base line monitoring, the project will seek to develop a range of education, vocational skills, and health awareness activities relevant to the local situation. Considering how steps could be taken to improve the local situation of the communities and protect the environment would be an entry point to bring together various local stakeholders, Government, NGOS, community leaders, and others.

The large number of children not enrolled in school could create a huge burden to the district of Kutai Barat in the future, and the project will seek to build a shared view on this issue as well as the environmental issue.

Policy Development and Enabling Environment

The political environment in East Kalimantan is supportive to combat worst forms of child labour. It should be possible to create a Provincial Action Committee, which will begin to help disseminate information on work against child labour, particularly in mines. The local government in the district of Kutai Barat has been aware of the proposed project and the local government has already shown their support to the initiative. The project will also conduct advocacy programme to encourage the introduction of local legislation to prevent children being employed in the mining sector.

Awareness raising campaign

Local government officials at the top level and local parliament members of district Kutai Barat should be consulted from the beginning of the project through intensive awareness raising activity and workshops. Key local partners such as NGOs, community leaders, teachers, religious leaders, etc can all be targeted through informal gathering and meetings. The campaign will also be targeted at the direct target group such as parents and the working children and siblings.

Direct Action with target children and their families

A key aim of the project will be to ensure that children below the age of 15 remain in school. To keep children in the junior high school, it will be important to increase quality of junior high school education. The Rapid Assessment pointed out that frequently when children arrive at the school there is no teacher present. It will be necessary to have discussions involving the community and local government to consider the issues with a view to ensuring education is available and accessible. The project will support work related to this objective.

Alternative income for the parents of the children would also be essential to keep the children away from working in the mining sector. In order to tackle this issue and to promote more sustainable economic opportunities the project will explore other feasible income generating activities such as agriculture and farming (fish, chicken, cattle, etc).

To the extent possible, this project will also seek to link with an ILO project on Integrated Rural Accessibility Planning (IRAP), which operates in Kutai Kartanegara (a district close by).

Occupational safety and health

The Rapid Assessment pointed to the range of occupational safety, health and environmental hazards facing the mining community in the area. These relate both to the use of mercury and the dangers this poses both to those handling mercury and to the environment, and the dangers associated with various aspects of the mining operations.

At an early stage in the project an occupational safety and health analysis would be undertaken in the area and in other mining areas, with a view to preparing authoritative research on occupational safety, health and environmental dangers facing children and communities as a result of present practices, and suggesting action which might be taken to reduce hazards. ILO-IPEC would also network with UNIDO in Indonesia, which has been looking at the issue of mercury usage in mining operations.

Capacity Building

Taking into account that capacity of potential partners in this district is considered to be relatively weak, the project will conduct capacity building work for partners at the beginning of the project.

4. DIRECT BENEFICIARIES

	Non-formal or basic literacy education provided by project			Vocational, pre-vocational or skills training provided by project			Referral only to formal education system			Subtotal educational and training services		
	(Cat. 1)			(Cat. 2)			(Cat. 3)			(4 = 1+2+3)		
	M	F	T	M	F	T	M	F	T	M	F	T
Total Direct Beneficiaries	400	200	600	200	50	250	100	50	150	700	300	1,000
Of which												
Withdrawn	40	20	60	20	5	25	10	5	15	70	30	100
Prevented	360	180	540	180	45	225	90	45	135	630	270	900

	Other services (excluding education and training)			Total		
	(5)			(6 = 4+5)		
	M	F	T	M	F	T
Total Direct Beneficiaries	1400	700	2100	2100	1,000	3,100
Of which						
Withdrawn	-	-	-	70	30	100
Prevented	1,400	700	2,100	2,030	970	3,000

E. Children working in off-shore fishing

1. GENERAL BACKGROUND AND POLICY ISSUES

In 2000, an estimated 27 million persons were working in fishing worldwide on a full-time, part-time or occasional basis and 82.7% of them were in Asia (source: ILO 2003). How many of them work in Indonesia is not clear, but, Indonesia being one of the most populated countries in the region and consisting of more than 17,000 islands, certainly is a major contributor to that number.

In Indonesia's vast archipelago fishing represents a major sector of employment involving those working in fishing boats and those working in the fishing industry, such as drying and canning fish. Fishing serves both the domestic and international markets. According to official data, around 137,555 children under the age of 18 are involved in fishery, of which 23%, or 31,637 are under 15.

Children work in the regular fishing industry on a range of tasks, including setting dragnets in the water at night, which involves jumping from the boat and holding the net while the boat is moving around to help stretch out the net. In daylight they may be assigned tasks such as draining seawater from the boat, repairing nets or preparing lunch for the crewmembers. Accidents include drowning, being bitten or attacked by fish, falls from the boat, being trapped by fishing nets, or receiving cuts from knives.

Girls in fishing communities are often involved in gathering and unsealing shellfish, shrimps and crabs and salting fish. These tasks are carried out on the floor for long hours. Many fishing communities see children working at an early age as a positive thing and there is often parental ignorance as to the value of education.

In a law and practice report concerning a comprehensive standard on work in the fishing sector prepared for the June 2004 International Labour Conference, issues related to minimum age and protection of young persons for work on fishing vessels are discussed. The report points out that the issue of the minimum age for work on board fishing vessels is particularly important, bearing in mind the hazardous nature of many fishing operations. It also highlights the fact that this is a difficult issue, as many fishermen – in developing as well as developed countries – traditionally learn their profession by working alongside a parent at sea.

In 1959, the ILO adopted the Minimum Age (fishermen) Convention (No. 112), which stipulates that children below the age of 15 shall not be employed or work on fishing vessels. However, the adoption of the 1973 Minimum age Convention (No. 138) led to the automatic denunciation of the more specific C. 112. When it comes to national law and practice, it is interesting to note that most countries have set the minimum age applicable to work in the fishing sector to between 14-18 years of age. Indonesia applies the strictest minimum age (together with Chile and Estonia) of 18 years. It is not clear, however, if this should be applied strictly to all forms of fishing vessels, ranging from small, un-decked boats without engines, used by subsistence fishermen up to big, commercial crafts.

At the onset of the project of support, this issue has to be addressed in collaboration with the NACWFCL and the Provincial Action Committee and the project approach has to be further developed regarding the age limits. It would for example be possible to use different approaches for different types of vessels – in the case of commercial vessels where children often work without the supervision of a family member and have to spend many days and night at sea, a strict 18 years age limit could be used. In the case of smaller fishing vessels, however, where children work directly with their parents for small-scaled fishing mainly for subsistence purposes, the 15-year age limit could be used.

The current US Department of Labour funded ILO-IPEC implemented jermal project in North Sumatra has succeeded in raising political and social awareness of the problem of child labour and in removing a large number of children from the jermals, fishing platforms, which are situated off the north east coast of North Sumatra. This project has helped to develop valuable experience of work in the fishing sector. It is proposed to build on this work by extending the project of support to the worst forms of child labour amongst fishing communities in North Sumatra, targeting particularly children involved in deep-sea fishing.

2. RESULTS OF THE RAPID ASSESSMENT

Before the actual fieldwork of the rapid assessment, a pre-survey was undertaken with the objective to map out harbors along the east and west coast of North Sumatra. Based on the pre-survey, 23 locations were identified whereof six were selected for in-depth fieldwork. These include on the east coast Pangkalan Brandan, Belawan, Bedagai, Bagan Asahan/Tanjung Balai, Sungai Berombang; and Sibolga on the west coast.

The Province of North Sumatra is a major supplier of fish for domestic as well as for export markets. With two coastlines – the east coast towards the Malaka Straits and the west coast facing the Indian Ocean – the catch of sea fish in 2000 in North Sumatra equalled some 338,215 ton. The maximum capacity, however, is higher.

The number of registered fishing vessels in North Sumatra in 2001 was 28,192 units. Of this number, almost half (12,013) are small vessels without engines. There are some 15,342 vessels ranging from 5-50 gross ton. It is important to note, however, that a number of vessels, small as well as large, are operating without license, so the real number is higher.

The interviews show that the traditional fishermen, operating small vessels without engines, have a crew of 2-4 persons. The crew is usually family members and very often children of the boat owner. The larger vessels have a crew ranging from 5 persons and up, and although children are frequently found on this type of boats, it is only occasionally that they are related to the boat owner, or any of the other crew members. Most of the children working in off-shore fishing are residing in the coastal areas, close to the harbours where the vessels they work on dock. This is a major difference with the children working on jermals, who are normally recruited from the plantation areas and not from the coastal communities.

The recruitment process varies between different types of boats. For the small, subsistence type of vessels, the child simply joins his father/other relative and no recruitment process take place. For the bigger, more commercial vessels, however, there is a recruitment process, although not very well organized. Normally children get information from a friend or neighbour that a captain is looking for crewmembers. The child then seeks out the captain, and the terms of employment are negotiated. Only in rare cases are there any written contracts.

The rapid assessment estimated that between 1,622 to 7,157 children work on fishing vessels in North Sumatra. The estimate of children working in fishing vessels was made based on the number of registered fishing vessels. However, various parties have provided information, which suggests that significant numbers of vessels operating in the area are not registered. That is the reason why the higher estimate was used. It is the case that the Indonesian government seeks to prohibit employment of children in fishing vessels

Characteristics of children working in off shore-fishing

A total of 150 working children, 45 parents and 45 captains and/or owners of fishing vessels were interviewed. Based on these interviews, the following can be concluded:

- 100% of the respondents were boys and the research team did not come across any case of girls working onboard fishing vessels.
- Most of the respondents were 17, 16 or 15 years of age (41, 34, and 16 % respectively) while only very few were below the age of 15 (7% were 14 and 1% were 13 years of age)
- On the question of when they first started to work in the fishing sector, the majority of the children said that they started at the age of 15 (25%), 16 (23%), 14 (20%) and 13 and 12 (9 and 6% respectively). A few children also started to work at the age of 11 and 10 years of age (4 and 3%).
- Of the 150 interviewed children, only 3 still attended school. On the question of whether they wanted to resume their education 53% said no, as they had got used to having an income.

The Household

The interviews showed that most of the children lived with their parents (78%). The family size is relatively large, ranging between 5-10 family members.

The educational background of the parents is in general very low. Almost half of the respondents have only graduated from elementary school, while almost 25% dropped out of formal education even before completing elementary school. 13% are junior secondary school graduates, and only one parent had graduated from high school. The interviews also showed that children tend to walk in the footsteps of their parents. Of 45 interviewed families, the father was a fisherman in 27 of the cases. Other occupations include peasant, merchant, coolie, craftsman, and pedicab driver. The mothers are mostly housewives.

The rapid assessment also concluded that the children working in off-shore fishing are from very poor families. Of the 45 families interviewed, 18 claimed to have a total family income of less than Rp.500,000 per month (app. US\$ 60), 13 between Rp.500 – 600,000 per month and 6 respondents have income between Rp.700 – 800,000 per month. Only 4 of them have a monthly income above Rp.1,000,000 (app. US\$ 120).

Although parents seems to be aware of the risks involved in off-shore fishing, they still allow their children to join this occupation as there are few other alternatives. However, of the 45 parents interviewed, only 8 parents wanted their children to remain in this occupation. Instead, they dreamt about them becoming civil servants or joining the army.

Working Conditions

Based on the interviews, the kinds of illnesses that are most frequently occurring on fishing vessels are fever, headache, diarrhoea, coughs, eye problems and seasickness. Hazards directly linked to the type of work they perform includes the risk of drowning when falling into the sea, stinging by poisonous fishes or sea snakes, being squeezed in the net pulley, stabbing by fishhooks, being hit by any of the moving objects onboard (trawl, etc), falling into the hold of the vessel, attacks by sea pirates etc. Children working onboard shell collectors often suffer leg and back problems as they have to squat in un-ergonomic positions for many hours per day. Other hazards include risk of being hit by the propeller, which can happen when children have to dive to release and/or fix nets.

Of the 150 children interviewed, only a handful said that the boat on which they are working is equipped with raincoats, safety helmets and fire extinguishers. A few more had life jackets, but they were not sufficient for all crew members and very rarely used. In case of accidents, about 50% of all boats had some kind of first aid kits.

When it comes to nutrition, protein is widely available due to consumption of fresh fish. Fruits, vegetable and bread is normally only available during the first day; if the trip lasts longer, the meals becomes more and more limited to noodles, rice, fish and coffee/tea.

Only one child of 150 stated that he had been the victim of physical violence, while 98 stated that they had suffered psychological violence. Psychological violence includes scolding, yelling, made fun of etc. by their senior colleagues and is much more common on bigger boats than on the small, family owned boats.

The employers state that they do not make any difference with regards to salaries because of the age of the worker. This, however, was not confirmed by the interviewed children, who very often stated that they received a lower total salary compared to the older co-workers.

The duration of the fishing cycle is important in order to decide how acceptable the work is for children below the age of 18. Based on findings from the fieldwork, the time ranges from one-day trips to up to 6 days trips for small boats with a crew of 3-6 persons. These boats are normally always below 5 gross ton. Boats above 5 gross ton employ a crew of between 12-45 fishermen and normally spend 3-6 days at sea before returning to land with their catch. The smaller boats do not have any special rooms for sleeping, cooking or washing, and there are no toilets. Boats above 5 gross ton normally have cooking facilities, and a special place at the back of the boat used as a toilet.

Table 9: Occupational hazards in Off-shore Fishing

Hazard Category	Hazard Description	Health and Safety Effect	Potential Intervention
Accident Hazards - Dangerous tools - Falls, slips - Dangerous machines	- Fall into sea - Stabbed by fish hooks - Hit by propeller during diving	- Risk of drowning - Wounds, amputations, broken bones and death	- Children should not pull the fish net. Wear gloves, life jackets, rubber boots and other personal protective equipment - Children should not repair propeller or engine
Chemical Hazards - Humidity - Heat - Cold - Vibration	- There are inadequate ventilation inside the boats - There are no roofs (sun/rain protection) - Exposure to all kinds of weather conditions - Vibrations from machine - Wave and wind	- Flu, fever, head-ache, stomach-ache - Sea-sickness - Exhaustion	- Adequate ventilation and roofs - Adequate medical supply (first aid kits) - Use engines with noise control
Ergonomic Hazards - Repetitive movements - Awkward postures	- Squatting for long time sorting fish/selecting shells - Pull the net	- Fatigue and injuries in hands, knees, back, neck and arms	- Use safety tools such as gloves, jackets, allow regular breaks, facilitate work rotation
Psychosocial Hazards - Low income - Long working hours - No social security - Abuse	- Irregular employment - Long working hours - Isolated work - Verbal and non-physical abuse such as vulgar language, harassment.	- Stress - Low self esteem - Mental health problems	- Children should never, in any circumstances work over eight hours a day - Adequate rest breaks, - Weekly rest - Counselling
Biological Hazards - Inadequate sanitary working environment	- Dirty	- Diarrhoea	Sanitary improvement

3. INTERNAL COORDINATION

The ILO-IPEC implemented project to eliminate hazardous child labour on jermal platforms started in December 1999 and will end in July 2004. It is funded by US Department of Labour. The project is being implemented in two phases and the second phase started in October 2002. The component of the project of support targeting children in off-shore fishing will to a high degree build on and replicate the extensive lessons learned and models that have been developed under the ongoing jermal project.

The number of children working on the jermal platforms in North Sumatra has decreased sharply as a result of the various project interventions. Findings from the ILO-IPEC monitoring team, shows that less than 20 children below the age of 18 are working on the platforms during a 3 month period, and it is expected that by the closure of the project in July 2004, the platforms will be completely free of child labour. Under the jermal project, a so-called *integrated motoring team* (see below) has been established. The project of support will continue to network and provide technical support as needed to the integrated monitoring team in order to ensure that it will continue to generate reliable and accurate information on the child labour situation on jermals.

4. PROJECT STRATEGY

The project of support will contribute to the elimination of child labour in off-shore fishing in North Sumatra by allocating resources for the following specific approaches:

- The project of support will further increase the existing knowledge base on children in off-shore fishing. The findings will be used as the basis for refining the project approach.
- The social protection component – including awareness raising, educational services, health services, income generating activities etc. – will seek to systematically prevent and withdraw children from hazardous work by providing them with suitable alternatives.
- The existing integrated child labour monitoring team will be expanded to the new target areas and will ensure that children will be removed from hazardous work and that the fishing vessels remains child labour free.
- The project will also seek to improve capacity and build networks of stakeholders.

Improving the Knowledge Base

The rapid assessment conducted as part of the preparatory work for the development of the project of support has provided an initial picture of the child labour situation in off-shore fishing in North Sumatra. The rapid assessment should, however, be followed by a baseline study/mapping exercise verifying the findings (such as the absolute number of children involved in hazardous fishing operations) and further identifying the main sending communities. Base line data collection should also seek information on the position of girls in the targeted communities, age of drop out from school, and their work. The data generated from this study will be used as the baseline data against which the progress of the project of support will be measured. Depending on the accuracy of the child labour monitoring component, it might also be necessary to conduct a similar baseline survey towards the end of the project of support in order to provide an accurate picture of the impact. The baseline survey can also be combined with a tracking component.

Another important aspect of the knowledge component will be to examine and determine the nature of the various forms of off-shore fishing taking place in North Sumatra when it comes to severity of hazards. While children working on jermal platforms are exposed to a series of hazards unarguably making it into one of the worst forms of child labour, the line for other forms of off-shore fishing may not be so clear-cut.

Increasing the level of Social Protection

Prevention and withdrawal of children from off-shore fishing is among the key strategies under this project. As the rapid assessment has shown that the targeted communities are very poor and send their children to work at a premature age mainly due to lack of other alternatives, the project of support will focus on developing viable alternatives. Targeted at communities and particular stakeholder groups, they will include interventions designed to withdraw and prevent children from entering hazardous employment in off-shore fishing. The project focus will be on the family, in order to enable other members of the working child's family to avail of the services provided. The vulnerable position of girls will be considered within the framework of a wider local

community development strategy. The activities – being community-stakeholder owned, participatory and context driven – will focus on increasing communities and individual households option to child labour through increased access to services and alternative livelihood strategies.

Various services in the area of direct assistance have been implemented under the ongoing jermal project and a number of lessons have been learned from these experiences. These lessons will guide the design of individual action programmes. For activities geared towards the working children, their siblings and other children at risk, the focus will be on non-formal education, mainstreaming drop-outs back into formal education, vocational training, apprenticeship programmes and livelihood activities. The parents will be targeted for community mobilization, group formation and training in income-generation activities, including linking to credit schemes and access to improved technology.

The social protection component will also liaise closely with the integrated monitoring team to identify and withdraw children, to enter into a dialogue with employers and parents to remove the children from work and to place them under the social protection component. The main approaches of the social protection component will include the following:

- Facilitating **organizations of parents and other committees at the community level** to enhance interest and involvement in child education and welfare. Recognizing the importance of participation and active involvement of the community members for the sustainability of the project, activities leading to such desired outcome will be implemented. This component could for example look at the possibility to organize the targeted fishing villages for community based child labour monitoring models based on a similar approach as has been developed under the footwear project. Although the main monitoring strategy will be modelled after the integrated monitoring team (see below) a community based model could serve as a useful complement.
- **Linking the formal school system** through orientation of teachers and school administrators. The project will take steps to ensure that children below the age of 15 are attending either formal school or **non-formal education**. In order to encourage children to return to school, discussions will be initiated on school curriculum at the level of primary, junior and senior school. The possibility of including local information about coastal area and fish sector in general could be considered to broaden interest and the perceived relevance of education. The rapid assessment suggested that scholarship should be considered. The ongoing jermal project has been providing non formal education following Paket A and B with the main aim to prepare children for the twice yearly reintegration tests – this approach has proved successful and will be replicated if possible.
- Provide **vocational training and apprenticeships** for alternative, non-hazardous employment for withdrawn and prevented children aged 15-18. One of the most important conclusions from the jermal project is that vocational training provided under a relatively short time frame, 3-6 month, should be combined with apprenticeships or on-the-job training to be effective and result in further employment. Marketable skills applicable for a costal environment should also be identified, and the vocational training programme will be designed to meet local demands and needs.
- Implementation of **livelihood** activities to (older) children as a substitute to hazardous work. The livelihood development approach has proved very successful under the ongoing jermal project. By identifying marketable goods that can be produced locally without too much previous knowledge or capital, (cat fish, eels, duck, goat, vegetable, chili, mushrooms etc), partner agencies have trained children on how to breed/farm these products and facilitated market links and basic knowledge about financial management.
- Initiatives to shift the economic responsibilities from children to adults by increasing the capacity of adults through training in **income generating activities**, training in marketable skills (i.e. livelihood activities) and providing microfinance services. A microfinance programme following the Grameen approach was implemented early on during the jermal project. The programme is now self-sustained and continues to generate members without assistance from the ILO-IPEC. The programme had, however, a major drawback: targeting

- the right group. Jermal families are spread over a vast geographical area, making it difficult to manage and administer the programme. The off-shore fishing families are however living closely together in communities, making it easier to use a group based approach.
- Provision of **health** and **recreational activities**. Although not major strategies, such services can be very useful entry points and provide a forum for awareness raising and community mobilization. In communities with a high concentration of children in off-shore fishing, establishment of Child Creativity Centers modelled around the centres established under the footwear project, will be considered.
 - Based on the conclusions from the assessment of hazards (see above section on improving the knowledge base), the project of support might include a component aimed at **improving working conditions** onboard fishing vessels, but this has to be further examined and elaborated during the implementation of the project.

Expanding the scope of the Integrated Monitoring Team (Child Labour Monitoring)

The component on child labour monitoring will ensure that children are removed from their hazardous workplaces and that the workplace remains free of child labour. The other main focus of the component is to ensure that children stay out of hazardous work when removed or prevented from entering. Active monitoring of the social protection sites, home-villages, families, and the children themselves will ensure this second objective of the monitoring approach.

Under the ongoing jermal project, an approach called *integrated monitoring* was developed. The approach will be further expanded under the project of support and will be slightly adjusted to meet the new conditions required for monitoring fishing vessels. As it will not be possible to monitor the boats while they are at sea, the integrated team will instead focus on monitoring vessels at the pre-departure sites (i.e. harbours) as well as recruitment sites, if these exist. Except for these differences, the integrated monitoring approach as developed under the jermal project can be replicated in the new areas. Recognizing the key role of the labour inspectorate as a partner in monitoring – not only because of their inspection mandate but also due to their earlier inspection/withdrawal missions to the jermals – the main component of the integrated monitoring team can be summarized as below.

The integrated team consists of representatives from the labour inspectorate (both provincial and district level); the Counseling Social Bureau, Health Department, and Fishery Department of the Governor's Office, the Social Department from the Provincial Level; the Navy and NGOs active in the targeted areas (KKSP, PKBA, LAAI, Kekar, Pusaka, and Belatani). The key agencies are the labour inspectorate that has the authority to order the workers to stop working, and the Social Department that has the authority to withdraw children under the age of 18 from hazardous work.

Under the jermal project, children under the age of 18 found on the platforms are withdrawn after they have been identified and their age verified. This strategy requires that the social protection components are designed with maximum flexibility in order to facilitate individual children upon their withdrawal and considering their individual needs. An inspection note should be sent by the fishery department (which also issues jermal licenses) to the owner of the jermal where the child was found. If children are found again on the same platform, legal measures should be taken, including cancelling jermal licenses for owners who continue hiring children after being reprimanded. A similar approach can be developed for registered fishing vessels.

As mentioned in the above section on internal coordination, although it is expected that there are no children on jermal platforms anymore after July 2004, the project of support will continue to support regular monitoring visits by the integrated team to the platforms in order to ensure that data will continue to be made available for monitoring purposes.

Improving Capacity and Building Networks

Activities under this approach include investments in structures and mechanisms such as assistance in improving legislation, law enforcement and policy making. The political commitment from the Provincial Government in North Sumatra towards the goal of eliminating the worst forms of child labour is strong. North Sumatra was the first province in Indonesia to establish a Provincial Action Committee on the Worst Forms of Child Labour³⁵ and is currently developing a provincial decree aimed to eliminate the worst forms of child labour. This process is partly facilitated by the ILO-IPEC and it is expected that the provincial decree will be adopted in February 2004.³⁶ The current jermal project is also collaborating with four pilot districts to incorporate child labour issues into district development plans. Further, a Project Advisory Committee co-chaired by the governor and the ILO Jakarta AO Director was established by provincial decree in 2000. The capacity of this highly supportive political environment will continue to be facilitated by the project of support.

Experiences from the jermal project shows that much can be achieved by developing community awareness and support. Awareness raising on children rights and the worst forms of child labour needs to be conducted among the general public, families, village administrators, labour inspectors and government and district-level legislators and officials. Other key groups are those most closely involved in the fishing business, such as harbour masters, ships' captains and crew members. They play a very important role in the recruitment of children and particular effort will be made to secure their support. Many parents use their children to work on the boats, and a carefully developed awareness raising programme will seek to build support for the project. The rapid assessment proposed a mobile campaign on prohibition of working children in offshore fishing sector, which would be held in the villages to make parents aware of children rights.

Training and seminars will be organized for local government and non-governmental organizations and other civil society organizations to strengthen institutional capacity, such as in area design management and evaluation of IPEC action programmes, resource mobilization etc. It is crucial to develop networks between, and build capacity of, the government and the community, not only for responding to practical purposes, but also for strategic reasons in helping the community to tackle other important problems and to accommodate and initiate changes in the community.

5. DIRECT BENEFICIARIES

	Non-formal or basic literacy education provided by project			Vocational, pre-vocational or skills training provided by project			Referral only to formal education system			Subtotal educational and training services		
	(Cat. 1)			(Cat. 2)			(Cat. 3)			(4 = 1+2+3)		
	M	F	T	M	F	T	M	F	T	M	F	T
Total Direct Beneficiaries	1,100	350	1,450	350	1,600	1,950	1,700	450	2,150	4,400	1,150	5,550
Of which												
Withdrawn	100	0	100	600	0	600	200	0	200	900	0	900
Prevented	1,000	350	1,350	1,000	350	1,350	1,500	450	1,950	3,500	1,150	4,650

³⁵ The committee was formally established under a Provincial Decree 463/1211/K/TAHUN2002 on the 7 October 2002.

³⁶ Another impressive sign of support is the counterpart budget to the ongoing fishing project from the Provincial Government amounting to US\$ 96,000 for 2003 and 2004.

	Other services (excluding education and training) (5)			Total (6 = 4+5)		
	M	F	T	M	F	T
Total Direct Beneficiaries	2,800	650	3,450	7,200	1,800	9,000
Of which						
Withdrawn	1,100	0	1,100	2,000	0	2,000
Prevented	1,700	650	2,350	5,350	1,850	7,200

APPENDIX 2 – INTERNATIONAL ORGANIZATIONS INVOLVED WITH CHILD LABOUR ISSUES IN INDONESIA

No.	Organization	Scope of Programmes	Target	Year/Duration
1.	JICA (Japan International Cooperation Agency) , Jakarta	Poor community empowerment Food material program and health services, Safety Net Program	Community; NGOs	Unknown
2.	TERRE des HOMMES NETHERLAND ,	Formal and informal education Health services and Nutrition Homeless and neglected children Specific program for child victims	NGOs; Disadvantaged children	Depend on the project approved
3.	Asia Foundation (TAF) Jakarta	Economic and social policies Environment and conservation Small enterprises development	NGOs	Depend on the project approved
4.	ACCESS (Australian Community and Civil Society Scheme)	Grants for civil society organization and its network Development of facilities to “governance” activities Campaign and education of the community	NGOs	Depend on the project approved
5.	Canada Fund , Jakarta	Technical aids, Capacity building Credit development The programmes of the Fund are targeted to eastern Indonesian.	Community-based organization; NGOs	Depend on the project approved
6.	Mercy Corp Jakarta	Micro finance programme in Java, Sumatra, Ambon and Poso Civil Society Programme Food for work in Jakarta	Poor families Children of elementary school age	Unknown
7.	UNICEF (United Nations Children’s Fund) , Jakarta	Special protection for the most disadvantaged children-victims of war, disasters, extreme poverty, all forms of violence and exploitation and those with disabilities.	Disadvantaged children	Ongoing
8.	UNDP	Sustainable Human Development	Poor people	Ongoing
9.	The Australian Agency for International Development (AusAID) , Jakarta	Medical training, clean drinking water Developing health care programs Enabling poor to increase their productivity, Addressing the vulnerability of the poor, from illness, conflict, natural disasters and economic crisis	Poor people	Ongoing
10.	ADB (Asian Development Bank) - Jakarta Office	Agriculture and Natural Resources Energy, Industry and Non-fuel Mineral Social Infrastructure (such as: Integrated Approaches to Poverty Reduction)	Poor people, including street children	Ongoing